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HEARINGS

BEFORE

SUBCOMMITTEE

OF

U.S. Congress.

HOUSE COMMITTEE ON APPROPRIATIONS

CONSISTING OF

MESSRS. BINGHAM, McCALL (Tenn.), HEMENWAY, DOCKERY, AND ROBERTSON,

IN CHARGE OF

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL FOR 1898

WASHINGTON:
GOVERNMENT PRINTING OFFICE.
1896.

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LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

COMMITTEE ON APPROPRIATIONS, *December 1, 1896.*

The subcommittee of the Committee on Appropriations having under consideration the legislative, executive, and judicial appropriation bill this day met, Hon. Henry H. Bingham in the chair.

STATE DEPARTMENT.

STATEMENT OF MR. E. I. RENICK, CHIEF CLERK STATE DEPARTMENT.

The CHAIRMAN. The first item of increase is for a law clerk, on page 35 of the bill. My recollection is that we went somewhat fully into that question the first session of this Congress?

Mr. RENICK. Yes, sir.

The CHAIRMAN. Now, is there anything additional you desire to add here?

Mr. RENICK. The item has heretofore been submitted, and the Secretary accompanied it with a letter explaining the necessity. There is only this to be said in addition, that since this letter was written the claims due on account of the insurrection in Cuba have largely increased. We have now seventy-five claims against Spain for injuries and losses incident to the Cuban insurrection, aggregating about $10,000,000, and although the force in the Department might be able to examine those claims and to appraise them, it could not do so with sufficient promptness and energy.

The CHAIRMAN. Who has charge of the law work now?

Mr. RENICK. The Solicitor.

The CHAIRMAN. Has he any men trained in the law under him?

Mr. RENICK. He has one of our clerks who is getting $1,800.

The CHAIRMAN. He is a lawyer?

Mr. RENICK. Yes, sir; he is helping him, and he has the use of a stenographer and typewriter.

The CHAIRMAN. That is all?

Mr. RENICK. That is all.

The CHAIRMAN. Have you any idea of the number of lawyers you have in the State Department?

Mr. RENICK. Well, we have quite a number of clerks who have graduated at the law schools in Washington, but who have never practiced law. Not counting them, I should say we have not more than three or four.

Mr. MCCALL. How many law clerks have you there?

Mr. RENICK. We have no law clerks by designation of the appropriation act. This gentleman mentioned by me does the work of a law clerk, of course, in aiding the Solicitor, but there are none appropriated for specifically as law clerks. The claims before the Department are usually large in number and frequently in amount, and they have not been in past years prosecuted with the energy and dispatch which I think you gentlemen would wish shown.

Mr. MCCALL. Is it necessary to have this law clerk for the special purpose of handling these claims against Spain?

Mr. RENICK. Well, just at present that is the necessity.

Mr. MCCALL. Is that the only necessity?

Mr. RENICK. We have, in addition to that, quite a number of claims against Turkey, growing out of the recent trouble, and we have 90 claims of American citizens against Great Britain.

The CHAIRMAN. Old claims?

Mr. RENICK. Old claims.

The CHAIRMAN. Are the Spain and Turkish claims of recent date?

Mr. RENICK. Very recent.

The CHAIRMAN. How recent?

Mr. RENICK. The Spanish claims have grown out of the present insurrection in Cuba and the Turkish claims are about a year or two old.

The CHAIRMAN. The Spanish claims have all been caused by the recent Cuban trouble?

Mr. RENICK. Yes, sir.

The CHAIRMAN. Are your First, Second, and Third Assistant Secretaries lawyers?

Mr. RENICK. Only the Third Assistant is a lawyer.

The CHAIRMAN. And your chief clerk?

Mr. RENICK. I am the chief clerk.

The CHAIRMAN. Are you a lawyer?

Mr. RENICK. I practiced law before I came to the Department.

The CHAIRMAN. How about these six chiefs of bureaus?

Mr. RENICK. None of those are lawyers, although I think one of them is a graduate of one of the law schools here.

The CHAIRMAN. As a rule, they are men who have gone up in the gradual promotions of your Department?

Mr. RENICK. As a rule; yes, sir.

The CHAIRMAN. Have you anything additional to add as to the impending claims which would necessitate this increase?

Mr. RENICK. That is all I have to say in the way of facts. I can add very little to what the Secretary has said in this letter as to the great necessity and importance of this addition.

The CHAIRMAN. That was last session?

Mr. RENICK. Yes, sir.

Mr. MCCALL. Was that after the bill had been reported to the House?

Mr. RENICK. It is February 11, and I am not sure, but my recollection is that this committee acted favorably upon it and it was lost afterwards either in the Senate or conference. Your clerk, Mr. Courts, could tell you.

I would like to say this, with your permission, that in a conversation with the Secretary this morning, he instructed me to say to the committee that if it were impossible to grant this request, although he is very urgent in making it, that he would, at any rate, like to have an addition made to the salary of this man who is now doing this work.

The CHAIRMAN. To the salary of what man?

Mr. RENICK. The assistant to the Solicitor, who is now an $1,800 clerk.

The CHAIRMAN. Where does it come in?

Mr. RENICK. He is not specifically mentioned; he is only an $1,800 clerk.

The CHAIRMAN. Is he a chief of a bureau?

Mr. RENICK. No, sir; a chief of bureau gets $2,100.

Mr. MCCALL. He is only a clerk of class 4?

Mr. RENICK. Yes, sir; and it does not necessarily mean this particular man shall have this increase, but that there shall be a law clerk of $2,100 and the dropping of one $1,800 clerk. It is only asking an addition of $300.

The CHAIRMAN. I understand your proposition is in lieu of eleven clerks of class 4 that that paragraph be changed to ten clerks of class 4 and then to give you an addendum of a law clerk at $2,100, which would be an increase of $300?

Mr. RENICK. That is my proposition, but not all of it; that then there be given an extra $900 clerk, which would only be giving $1,200 additional in all.

The CHAIRMAN. Do you not ask some additional?

Mr. RENICK. No, sir.

The CHAIRMAN. Are those simply transfers?

Mr. RENICK. There is no change made in our estimates in the clerical force except the one we are now considering and the additional laborer.

The CHAIRMAN. Are those transfers of clerks of class 2?

Mr. RENICK. That is the usual number—we ask no addition. We have eight at present.

The CHAIRMAN. You eliminate one clerk of class 2 for indexing records and add that to the other number, making eight clerks of class 2, without giving him that designation?

Mr. RENICK. Yes, sir.

The CHAIRMAN. Now you ask for one additional laborer?

Mr. RENICK. The additional laborer's duties are set forth in the Secretary's letter as assistant driver and stableman, and he is absolutely necessary on account of the fact the man employed to drive the Secretary is very frequently away from the stable at feeding time and the horses can not receive the proper attention, etc.

The CHAIRMAN. Now at the foot of page 36, under the head of "Books and maps and periodicals, domestic and foreign," you ask for an increase of $1,000.

Mr. RENICK. I will give way now to the librarian, Mr. Allen.

STATEMENT OF MR. A. H. ALLEN.

The CHAIRMAN. Will you kindly state the reasons for this increase of $1,000 under the item just referred to?

Mr. ALLEN. The reason of the apparent increase is, the present appropriation is not sufficient to meet the needs of the Department. I think in the letter the fact is mentioned that from 1879 to 1885 we had $3,000 a year, which was not too much. There was never any surplus, and twenty-five years ago we had $2,500. Of course as time goes on more books are written on the subjects we deal with and which the library ought to have. The library is technical, largely, and we are beginning to acquire works on international law and diplomacy, and I have no doubt when it is done the library of the State Department will prove to be the foremost in the world on the subject.

The CHAIRMAN. About what is the number of volumes?

Mr. ALLEN. About 55,000 volumes, but in the technical part of the library I think there will turn out to be something like 6,000 volumes of international law and diplomacy. Now, we are beginning to run behind in that direction because this appropriation of $2,000 continued for so many years when we needed $3,000. We were cut down $1,000 in 1885. Aside from that we have had to cut off a great supply of current publications.

The CHAIRMAN. Is that fund expended for publications?

Mr. ALLEN. Yes, sir.

The CHAIRMAN. Is there any exchange of publications?

Mr. ALLEN. Very little of any value at all, because the exchange is only for Government publications and they do not amount to much as a rule. Works on international law very often prove to be pretty expensive and we have to have these periodicals for the current business of the Department and $2,000 is not adequate for the needs of the library. This same request for an increase has been made year after year.

Mr. MCCALL. Have you a deficiency this year?

Mr. ALLEN. No, sir; we look out for that, and I do not think we ever have had one, but we never have any money left over.

The CHAIRMAN. The estimate for 1893 was $2,000 and the appropriation for 1893 was $2,000.

Mr. ALLEN. In 1892 I think I made a report to the Acting Secretary and sent it in with the estimates explaining the whole matter.

The CHAIRMAN. Outside of your Department who uses your library?

Mr. ALLEN. A great many people; the diplomatic corps, etc.; and it is referred to by any person in Washington who wants to get such information, as there is no other place for them to go.

The CHAIRMAN. Is there any additional statement you desire to submit?

Mr. ALLEN. Not on that point, sir.

Mr. MCCALL. What class of periodicals and books which you now do not get out of this fund do you specially want?

Mr. ALLEN. We want some London, Paris, and German weekly papers which we can not get; papers corresponding in character with The Nation here; papers of review of a pretty high character, touching upon matters international and of a sort which would treat matters intelligently of that character; such a paper as the London Spectator, etc. I do not believe there is a foreign department in the world in any great country which runs along with a less supply of periodicals than we have, and you can not keep up with what is going on. We are asked if such and such a thing is in the library and there is no answer to make. It is in the Atheneum or Saturday Review and we have not got it. I am asked why I have not got it and I reply I have not the money to buy it with. For instance, I am asked by the Secretary: "Have you such a London paper or French paper?" "No; I have not got that, either." "Has anybody got it?" "Not that I know of."

Mr. MCCALL. The class of works that you do purchase and use there is of greater importance to the Department than those which you want?

Mr. ALLEN. Of course, we have to spend our money on things which are of the greatest importance. That we are obliged to do, and so we have to do, but for years we have been having a diminished appropriation.

The CHAIRMAN. Have you anything more to say?

Mr. ALLEN. No, sir; there are some estimates about manuscripts and indexes.

The CHAIRMAN. I find these items have been in several of the preceding bills.

Mr. ALLEN. The only thing I can say in addition to what has been said before is that the longer we wait for them the more we seem to be bound to buy them. About one I can say this——

The CHAIRMAN. Which is that?

Mr. ALLEN. The Stevens Peace transcript. If we can not get an appropriation this time I am afraid we can not get them at all. He has let us keep them here for ten years and my experience in the matter is the item is not very popular; does not seem to have any success so far, and I do not think it has ever got in the bill.

The CHAIRMAN. Has Mr. Stevens signified his intention to dispose of it elsewhere?

Mr. ALLEN. Unless we can take them, and as we have had them for ten years, I think it would be better to come to a conclusion about it.

Mr. HEMENWAY. How much were they originally gotten for?

Mr. ALLEN. They were submitted by Stevens for approval and sanction of the Secretary of State; thay had to be sent here to be examined.

Mr. HEMENWAY. And they have been examining them for ten years?

Mr. ALLEN. No, sir; we have been waiting to get an appropriation to buy them, as they were examined quickly enough, but it seems to be the appropriation which does not come quickly.

The CHAIRMAN. Is there anything you desire to say as to the other two items?

Mr. ALLEN. The Clinton manuscript has been partially bought, and I suppose if we can get an additional appropriation for books, etc., we may eke it out in installments and get it. These records cover the entire campaign during the Revolutionary war and are very copiously annotated by Clinton. It is a very valuable thing in the Revolutionary history of the United States. We only want $1,500, as we have paid about $1,200.

The CHAIRMAN. I see the estimate is $1,600.

Mr. ALLEN. I thought it was $1,500, but I suppose that is correct.

The CHAIRMAN. You say there has been a payment on the works?

Mr. ALLEN. Years ago.

The CHAIRMAN. To what amount?

Mr. ALLEN. I think something about $1,100 or $1,200.

The CHAIRMAN. The point of fact is they have been purchased but not paid for?

Mr. ALLEN. Yes, sir—well, no; I can not say so, for this reason: If we do not pay Stevens his price, he is willing to repay the money paid him. He has a collection of books and pamphlets——

The CHAIRMAN. Stevens has those?

Mr. ALLEN. We have those, but they belong to Stevens, and we have made a payment, but he prefers to repay that amount than to wait for further payment.

Mr. MCCALL. What was the amount of contract for this work?

Mr. ALLEN. I think the books were to be had originally for $3,000; that is my recollection of it.

Mr. MCCALL. And you have paid $1,100?

Mr. ALLEN. Yes, sir.

Mr. MCCALL. And now they ask $1,600, which would in all make $2,700?

Mr. ALLEN. All the time since we have had the books we have been getting the thing cut down to that point, and we expect him to include a box of Dutch books on the same subject which have been out of print pretty nearly a hundred years. If we do not do that the books must be sent back and he will refund the money.

Mr. HEMENWAY. Have you some sort of a written contract with Stevens in regard to those books?

Mr. ALLEN. No; there is no written contract, but there has been considerable correspondence from time to time, and it has been pointed out in Congressional documents touching all these matters.

Mr. HEMENWAY. You have paid $1,600, and the original contract was $2,700?

Mr. ALLEN. It was more than that, but it has been reduced by the lapse of ten years. "If you can not give me this, what can you give me?" And we have backed and filled until we have reached that point, and he says if we can not pay that to send them back. He is willing to put these Dutch books in, I understand, with these.

The CHAIRMAN. There is an item here for restoring, binding, and publishing indexes of manuscript archives on file in Department of State, $5,000.

Mr. ALLEN. That is a matter which has been going on for some time. The papers of the Continental Congress were rotting, and in 1893 we had to make some kind of a binding to save them, and we got two or three people from the Government Printing Office and they have been at work, and they have been paid out of the Department allotment for printing and binding, and some of the papers, etc., have been published in a bulletin in the bureau having charge of those papers, the Bureau of Rolls and Library, and it has been paid for out of the printing fund. Now there is generally a deficiency appropriation made, and this goes to make up that deficiency, and it makes the work lag and creates a deficiency when there would not otherwise be one; but, as I say, it is the only thing to be done with those papers. Of course that can not last forever.

Mr. MCCALL. Is the deficiency in this fund in which this work has been done generally taken care of by the Government?

Mr. ALLEN. The deficiency in the printing fund is taken care of in this way: twice I have seen the appropriation made so late it could not be used, and the Public Printer would turn it into the Treasury. That delays everything. I think the last two deficiency appropriations have not been entirely available.

The CHAIRMAN. Have you any further statement to make?

Mr. ALLEN. No, sir; I think that covers everything I have to deal with.

The CHAIRMAN. In connection with the item for contingent expenses I see your estimate has been increased $1,800; why this increase?

Mr. RENICK. That is the request of ours, merely to avoid——

The CHAIRMAN. It is simply following the preceding estimate of 1895?

Mr. RENICK. Yes, sir; because it has been found by the use of closest economy it overruns, and we desire to avoid a deficiency if possible.

The CHAIRMAN. What is your conclusion as to the probability of a deficiency for this fiscal year?

Mr. RENICK. As well as we can estimate it, in the neighborhood of $1,800. We can hardly tell in the case of a contingent fund what may arise. Some damage may occur at any time—a horse may die, or anything of that kind. We always kept very close in our contingent expenses, and we have made use of a great many little economies in order to eke it out, but whatever sum may be granted, if there is any left, it would be turned into the Treasury. We only wish to hold it in case of an emergency which may arise requiring its expenditure.

Mr. MCCALL. The largest amount of deficiency since 1894 is only $650 out of a three-thousand-dollar appropriation. So why do you ask an increase of $1,800 in that case?

Mr. RENICK. Well, it is by being very much cramped, using old things that ought to be repaired, or new ones purchased, wagons, horses, and things of that kind, and there ought to be supplies renewed and things of that sort; horses will get old, you know.

The CHAIRMAN. Have you anything more to say in addition to your statement?

Mr. RENICK. I have nothing whatever, sir.

The CHAIRMAN. We are very much obliged to you, gentlemen.

CIVIL SERVICE COMMISSION.

STATEMENTS OF MR. JOHN R. PROCTER, MR. WILLIAM G. RICE, AND MR. JOHN C. HARLOW, CIVIL SERVICE COMMISSIONERS.

The CHAIRMAN. Now, let me ask you if I state your proposition of increases correctly. You ask first for an increase of your secretary from the present compensation of $2,000 to $2,500. Is that correct?

Mr. PROCTER. Yes, sir.

The CHAIRMAN. And you ask for an increase of a chief of division at $2,000, which is an absolute increase?

Mr. PROCTER. Yes, sir; an absolute increase.

The CHAIRMAN. You ask for four examiners of class 4, at $1,800, which is simply a change from the word "clerks" to the word "examiners"?

Mr. PROCTER. Yes.

The CHAIRMAN. You ask for eight examiners of class 3, at $1,600, which is the same compensation as now exists?

Mr. PROCTER. It is simply a change of designation.

The CHAIRMAN. It is simply a change of the name from "clerks" to "examiners"?

Mr. PROCTER. Yes, sir.

The CHAIRMAN. Then you ask for eight examiners of class 2, at $1,400, which is an increase of three in that class?

Mr. PROCTER. Yes, sir; that is my recollection.

The CHAIRMAN. The ten examiners of class 1, at $1,200, is an increase of five in that class. Is that correct?

Mr. PROCTER. Yes.

The CHAIRMAN. Then you ask for an increase of five clerks, at $1,000. Is that right?

Mr. PROCTER. Yes; I think that is right.

The CHAIRMAN. Then you ask for one clerk additional, at $900?

Mr. PROCTER. Yes.

The CHAIRMAN. Then you want an increase of two assistant messengers?

Mr. PROCTER. Yes, sir; that is correct.

The CHAIRMAN. Making a sum total of increase of salary of your clerical force of $18,640?

Mr. PROCTER. What are the total number of persons increased?

The CHAIRMAN. Now, we have your statement in our note covering, perhaps, generally your reasons for this as you claim necessary increase, but have you anything additional to add to that which you think would give us a little more light upon the subject?

Mr. PROCTER. The statement is not complete, I think, because it does not lay stress upon the fact that the new rules of the President make it obligatory upon the Commission to institute promotion regulations and examinations for promotions not only in the Departments, but in the offices, and it would probably entail work upon the Commission almost equal to the work of examination for original entrance to the service.

The CHAIRMAN. Will you state this new line of work in connection with the President's recent order which includes how many additional appointments?

Mr. PROCTER. It is impossible to tell just how many, but I believe it will almost double the present work of the Commission.

The CHAIRMAN. Now, does that examination for promotion cover all in the service other than those recently included by the President?

Mr. PROCTER. It includes all in the classified service.

The CHAIRMAN. In addition to his recent order which extended the service?

Mr. PROCTER. Yes.

The CHAIRMAN. This line of work you never have heretofore had?

Mr. PROCTER. Except the New York custom-house.

The CHAIRMAN. That is the only exception?

Mr. PROCTER. That is the only exception.

The CHAIRMAN. Then, as I understand, your Commission to-day has the labor and work of the examination of everyone who is to be promoted in the entire classified service?

Mr. PROCTER. As fast as we can promulgate these promotion regulations.

The CHAIRMAN. That you will do in what time?

Mr. PROCTER. Just as soon as we can.

The CHAIRMAN. How have promotions been made heretofore in the classified service?

Mr. PROCTER. At the will of the chief.

The CHAIRMAN. That is, the Chief of the Department?

Mr. PROCTER. Yes, sir.

The CHAIRMAN. That is, the Secretary or Chief of Bureau?

Mr. PROCTER. It is usually upon a recommendation of the chief of a division.

The CHAIRMAN. And approved by the Secretary?

Mr. PROCTER. Yes. The original law of 1883 is just as obligatory that promotions shall be by merit or by tested fitness as the original entrance, but it has been impossible hitherto for the Commission to take up that question, and the rules were amended by the President to make it obligatory upon the Commission to carry out the original intention of the law.

The CHAIRMAN. And that amendment was a part of his last order?

Mr. PROCTER. The order of May 6th. I will say now we have some 15 details from the Departments, and some of them I know we can not keep. I know of one man whom the Secretary of Agriculture said he would allow us to keep until the close of the fiscal year. But we could not keep him longer, and there are several we have obtained under the understanding that we would try to transfer them into our own rolls.

Mr. MCCALL. I would like to ask you in regard to the workings of the Civil Service Commission. When parties are entered upon the eligible list are they assigned places in the order in which they are reached according to their standing on the eligible roll?

Mr. PROCTER. We have to certify the three highest to the Department. Now, the Department can select either of the three.

Mr. MCCALL. Is that always done?

Mr. PROCTER. It is always done, unless they make objections that the Commission sustains, that the man has been convicted of a crime or something found about his character which makes him unfit, and then, after an investigation and giving him an opportunity to be heard, he is taken off the eligible list.

Mr. MCCALL. As I understand, the spirit of the civil-service law is actually carried out in that regard?

Mr. PROCTER. Not only the spirit, but the letter.

Mr. MCCALL. Now, in promotions, that has not heretofore been done?

Mr. PROCTER. No, sir; except in the New York custom-house.

Mr. MCCALL. That has been at the will of the Secretary?

Mr. PROCTER. Absolutely. He may promote or reduce him as he pleases.

Mr. MCCALL. A deficient clerk as well as a meritorious clerk?

Mr. PROCTER. Yes.

Mr. MCCALL. In these promotions has your observation been that they have been made from political considerations generally or not?

Mr. PROCTER. I could not say generally, but I would say promotions and reductions have been made through political and personal influences very largely.

Mr. MCCALL. That does not apply to the original appointments?

Mr. PROCTER. No.

The CHAIRMAN. Have you any additional statement to make, or do you think you have covered the ground we desire to be informed upon?

Mr. PROCTER. Yes, except——

Mr. RICE. I would like to say a few words upon the general work of the Commission after Commissioner Procter has finished what he desires to say.

Mr. PROCTER. I would say we ask an additional appropriation for traveling expenses. In bringing in the internal revenue and additional custom-houses we find it is a great saving of money to send men to those offices to explain the workings to the local board and investigate the workings of it, because it saves them making mistakes which they would not make if they understood, and I think the additional traveling expenses are needed not only for that but to enable the Commission to hold additional examinations in remote places. For instance, in the far West people are sometimes compelled to travel 300 or 400 miles to take an examination when the chance of appointment is very slight. Now, one examiner could go in one locality and hold an examination which would save quite a number of people this extra traveling, and save these traveling expenses to these poor people; for most of the people who take these examinations are poor country boys, and it is a great hardship to have them come 200 or 300 miles.

The CHAIRMAN. What additional subordinate force of the Government did the President's recent order cover?

Mr. PROCTER. It covers something like 42,000 places.

The CHAIRMAN. About 42,000.

Mr. PROCTER. Yes; that and additional orders.

The CHAIRMAN. What was the old subordinate force?

Mr. PROCTER. About 45,000 prior to that. I am speaking now in round numbers, from memory.

The CHAIRMAN. Then your sum total in the classified service, in round numbers, is about 87,000?

Mr. PROCTER. Yes; when you consider the number of high-class places which have been removed from the excepted places, the number of scientific places which require different grades of examination, etc., the increase has been something like 100 per cent.

The CHAIRMAN. You speak of an additional allowance for traveling expenses. I see you make no specific request for an increase over the present allowance for 1897 of $7,000, but the bill will show that that change comes under the head of contingent expenses, and there you ask for $18,000 for 1898 as against your estimate of $8,000 for 1897 and an allowance of $7,000 for 1897.

Mr. PROCTER. Well, some of that is to be wiped off from the Interior Department, and all supplies, heretofore——

The CHAIRMAN. In view of this law, which is in section 4, page 5, of the civil-service act, how can we make that transfer? You are familiar with that?

Mr. PROCTER. Yes.

The CHAIRMAN. I understand the Secretary dropped from his estimates $5,000 in connection with contingent expenses and you increase $10,000 over your estimate of 1897. Now, the law is specific in section 4, which reads:

"That it shall be the duty of the Secretary of the Interior to cause suitable and convenient rooms and accommodations to be assigned or provided, and to be furnished, heated, and lighted, at the city of Washington, for carrying on the work of said Commission and said examinations, and to cause the necessary stationery and other articles to be supplied, and the necessary printing to be done for said Commission."

Now that is the law you operate under?

Mr. PROCTER. Yes.

The CHAIRMAN. How can we change the law?

Mr. PROCTER. I do not think you can.

The CHAIRMAN. I merely wanted to present to you that fact?

Mr. PROCTER. This change has been made on the solicitation of the Secretary of the Interior.

The CHAIRMAN. On his recommendation?

Mr. PROCTER. Yes, sir; as it is it gives the Commission a great deal of trouble. If we need a typewriter it sometimes takes two or three weeks to get it, and public business has been hampered in that way.

The CHAIRMAN. But section 4 of the general act has been operated under up to date?

Mr. PROCTER. Yes, sir; up to date. Now there is another point right there. We expect to get quarters in the new post-office building, and when we move into our new quarters it is very important that the printing of the Commission be under its

supervision. It is done now in the Interior Department, and we are continually fearful there may be some leak; that somebody will get possession of some of the examination papers and make some scandal, and there can be no certainty, although I do not believe it has been done, and we have been very careful and we have had good men appointed from the Public Printing Office to do the work, but you can see it would be very much better if the printing of examination papers, etc., were done in a room under the supervision of the Commission.

The CHAIRMAN. I see in the bill as printed that since 1887, under the paragraph for necessary traveling expenses, including those of examiners acting under the direction of the Commission, and for expenses of examinations and investigations, the appropriation was $4,000. It has been increased until in 1897 it was $7,000. There has been no deficiency so far as this exhibit shows in connection with the administration of that paragraph of the law?

Mr. PROCTER. No, sir; because the Commission has always cut off traveling and sometimes had to cut off extra examinations so as not to make a deficiency.

The CHAIRMAN. Eliminating the language in the bill on the basis that it is contrary to the existing civil service act, how much increase would you require over the present appropriation for 1897 of $7,000 for the carrying out of the paragraph which is in the existing law?

Mr. PROCTER. Well, I should say in round numbers $1,500 would enable us to do the work.

Mr. RICE. May I say this—over the amount estimated for last year, not the amount appropriated for last year.

The CHAIRMAN. He has not stated that.

Mr. RICE. Is not that what you intended to say, Mr. President?

Mr. PROCTER. It would be $2,500 beyond what we actually had.

The CHAIRMAN. You are not running behind?

Mr. PROCTER. No, sir; we have not run behind.

The CHAIRMAN. And you ask no deficiency?

Mr. PROCTER. No; because we have kept ourselves within the appropriation.

Mr. MCCALL. Has the service been crippled thereby?

Mr. PROCTER. I would not say the service has been crippled, but it has been delayed.

The CHAIRMAN. If you observe the bill you will see the words "held elsewhere than at Washington" are suggested to be eliminated from the bill.

Mr. RICE. That was done really in order to provide for those expenses arising on account of livery and car tickets, etc., which we now bear out of our own pockets. If it is phrased in that way the Auditor holds it could be paid.

The CHAIRMAN. You have no objection to that remaining?

Mr. RICE. I do not think the men who travel about the city here should pay that out of their own pockets. We do not feel sometimes that the clerks ought to bear that expense. I think it ought to cover certain expenses in Washington.

The CHAIRMAN. It opens up a pretty serious proposition all around.

Mr. RICE. There is no doubt about that, but we are so situated at the corner of E and Eighth streets that we are frequently embarrassed. It is frequently a great lack of economy to send a man to walk or ask him bear the expense of going to different parts of the city.

The CHAIRMAN. It is a part of his day's labor?

Mr. RICE. So far as that is concerned he is very willing to do it, but so far as the Government is concerned it is hardly economy.

Mr. PROCTER. It is no economy to send a man to walk to the navy-yard and back.

Mr. RICE. We pay the chief examiner $3,000 and he has frequently to hold consultations with the heads of Departments in different parts of the city.

Mr. MCCALL. Do you want that to remain in the bill?

Mr. RICE. It is a matter of general policy with the Government.

The CHAIRMAN. In connection with the President's order of May last increasing the subordinate force under your examination, especially in reference to promotions, what rule is followed in reference to what you may call reductions in positions?

Mr. PROCTER. The same rule—I think you are asking about the present practice?

The CHAIRMAN. I know the present practice up to the time when a chief of bureau, through approval of the Secretary, would take a sixteen-hundred-dollar man and reduce him to $1,400, his determination being the conclusion. Now, the President's order placed in your control the examinations for promotion. Does it do anything in regard to demotions?

Mr. PROCTER. Yes.

"In making removals or reductions, or in imposing punishment for delinquency or misconduct, penalties like in character shall be imposed for like offenses, and action thereupon shall be taken, irrespective of the political or religious opinion or affiliations of the offenders."

I think the promotion regulation will of itself regulate reductions.

The CHAIRMAN. There is nothing specific, however, in the order, only as a logical result?

Mr. PROCTER. Just as it regulates the matter of entrance in the service. It says: "In pursuance of the requirements of section 7 of the civil-service act, competitive tests or examinations shall, as far as practicable and useful, be established to test fitness for promotion in any part of the civil service of the United States which has been, or may hereafter be, classified under the civil-service act."

The CHAIRMAN. A promotion, therefore, under your rule would signify either a demotion or an increase of force under the statute?

Mr. PROCTER. Yes.

Mr. HARLOW. Or a vacancy.

Mr. HEMENWAY. You stated the Civil Service Commission's understanding was these promotions in the past have been made because of political influence and not because of merit. Now, what I want to know is, what recommendation has your Commission made to the President in regard to these illegal promotions and reductions in the past?

Mr. PROCTER. I do not believe they are illegal, for the reason there was nothing covering them, but they have not certainly carried out the spirit of the civil-service law.

Mr. HEMENWAY. If a man stands a civil-service examination and secures a place at $1,800 and by political influence he is reduced to $1,000 it certainly is not carrying out the spirit of the law?

Mr. PROCTER. And if the Commission believes it was through political influence, of course it is in their power to investigate, and they always do it.

Mr. HEMENWAY. Have you ever made any investigations into this matter?

Mr. PROCTER. Yes, sir; quite a number.

Mr. HEMENWAY. I think I know of a case of a man in this city who is performing the same service he was appointed to do at $2,200 and he is now receiving $1,200, and the gentleman who now has the place is performing $1,200 service.

Mr. PROCTER. It is all through the public service.

Mr. HEMENWAY. What investigation has the Commission ever made into that class of promotions and reductions?

Mr. PROCTER. Very few, because they are not—for instance, the chief of a division would say he did not do this for political reasons.

Mr. HEMENWAY. But you know as a matter of fact he did?

Mr. PROCTER. We believe it, but if we called it to the attention of the Secretary, he calls on his chief in the Department and he answers that this man was promoted for the good of the service.

Mr. HEMENWAY. Then the civil service has not been a success in maintaining the position of a man after he has been finally successful in securing it?

Mr. HARLOW. It certainly has not. There is one thing which I think needs a little explanation. I have been on the Commission about a year and a half and I do not recall of where one report of that character of reducing people arbitrarily has been brought to our attention and investigation. The Commission can not investigate on general hearsay.

Mr. MCCALL. I understood you, in response to Mr. Hemenway, to state there are instances where a man who went in at $1,200 salary has been given an $1,800 desk and performed the same work he did before his promotion?

Mr. PROCTER. I think there is no question about that.

Mr. RICE. We think that is so, but I do not think we can say we know of any such case.

Mr. MCCALL. If that is so, is it not conclusive proof that the change was made for political purposes?

Mr. RICE. To our minds, but how are you going to prove it?

Mr. MCCALL. If the man is doing the same work after reduction that he was doing before reduction, is it not proof that the reduction was because of political influence; is it not conclusive?

Mr. PROCTER. I think so.

Mr. MCCALL. Would not that be subject of investigation by the Commission?

Mr. PROCTER. I think it will be under this promotion rule. I do not believe there is any way of curing it except by promotion regulations.

Mr. MCCALL. Is it not almost fatal to an employee who has been reduced to lay the case before the Commission; will it not result in a short time in his dismissal for a fancied cause?

Mr. PROCTER. I do not think it is. The Commission has been enabled in the past two or three years, since I have been on the Commission, to get a number of people reinstated who were dismissed. I can recall one case which is very familiar, and that is the case of a carrier at Youngstown, where we were satisfied he was dismissed for political reasons, although he had violated the postal regulations, but we proved the postmaster had not punished other carriers who had been guilty of

greater violations, so after awhile we got the Post-Office Department to reinstate that man, and he has been in the service ever since; and there have been quite a number of reinstatements.

Mr. McCALL. Then from what has been said I take it that the civil service, so far as taking care of people's scalps after they have gotten into the Government service, has been a failure?

Mr. PROCTER. I will not say that, because it has not been a failure; because the number of promotions and reductions for political causes since the adoption of the civil-service law has been infinitesimal in comparison with the number prior to the law.

Mr. HEMENWAY. Is it not true that almost every Republican in the service during the last four years, or at least 75 per cent of them, have been reduced in salary or refused promotion?

Mr. PROCTER. No; I would not say that was true. Of course there have been quite a number, but I know of quite a number of instances where they retain their original places as chiefs of divisions. The chief of the Railway Mail Service is an illustration.

Mr. HEMENWAY. The question I put was, Have not they been refused promotion, and a great many of them reduced?

Mr. PROCTER. I think so.

Mr. HEMENWAY. That is done certainly for political reasons?

Mr. PROCTER. I suppose so; but I believe that practice has been carried on since the passage of the law of 1883.

Mr. HEMENWAY. When a man secures employment through your Commission, under the Government then the influence of your Department ends with his appointment?

Mr. PROCTER. Until the President signed this rule, it did.

Mr. HEMENWAY. And he can be reduced the next day by the recommendation of the chief of his division, and in some cases they have been reduced to my knowledge. Now, what are you going to do under this new rule to reinstate those employees who have been reduced and put them where they ought to be?

Mr. PROCTER. When the rule is promulgated in the different Departments these men will come in competition with each other, and the best men of them will be promoted.

Mr. HEMENWAY. So where a man has been reduced from $2,200 to $1,200 he will have to take his chances of getting back to where he started?

Mr. HARLOW. Mr. Hemenway, the Departments have not kept a full efficiency record. Many a man who has been reduced has a full efficiency record as a matter of knowledge of the force, but there is no record there of the efficiency. That is among the things the Commission now is attempting to have performed by the Departments. Another thing regarding the discipline of the office. It would be foolish for the Commission to attempt to control or to manage a Department in the handling of its clerks, so we must have rules to govern it instead of giving it orders. It would be foolish and imbecile on our part to assume to run a Department from the Commission.

Mr. HEMENWAY. As a matter of fact, is it not foolish on the part of the Commission to try to regulate promotions?

Mr. HARLOW. Not from my opinion. My opinion is we can only regulate that by making rules with which they must comply.

Mr. PROCTER. In the New York custom-house, which receives over 90 per cent of all the customs revenues of the Government, the promotion regulation is working absolutely satisfactory.

Mr. HARLOW. If these rules we are working under and we are preparing had been in force at the beginning of this Administration they would certainly have had to have violated those rules fairly and definitely to have reduced those men who were reduced unlawfully, or rather improperly reduced.

Mr. HEMENWAY. Why was this rule applied to the New York custom-house and not to the entire branch of the service?

Mr. PROCTER. It was by order of the President, and I think it was because there were more scandals growing out of the New York custom-house than any other part of the country and the Jay Commission——

Mr. HEMENWAY. I simply wanted to know why.

Mr. PROCTER. Simply by an order of the President prior to either of the present Commissioners coming on the field.

Mr. HARLOW. I must ask that same question. Except for the direct order from the President to carry that out, this Commission has had it since 1883.

Mr. RICE The law says promotions as well as entrance shall be under the civil service, and this is the first Commission to try to carry it out.

Mr. HEMENWAY. Why has not the law been enforced?

Mr. RICE. This Commission took it up at once as soon as it came in.

Mr. HEMENWAY. How long has this Commission been organized?

Mr. HARLOW. I have been in the Commission a year and a half. I am the Republican member.

Mr. RICE. I succeeded Mr. Roosevelt.

Mr. HARLOW. I believe General Bingham was postmaster at Philadelphia and I was postmaster at St. Louis, and I had an experience which taught me—individually I am speaking and not as Commissioner—that it would have been a great deal better to have had the old system of appointment by preference through influence if we had a thorough promotion regulation that no one could be promoted except on merit, but I go further also by saying both are better than the way I have stated; of having both merit as an entrance and also in the service.

Mr. HEMENWAY. That is because you can readily see that if after a man has entered into the service he can be reduced or promoted simply at the will of the chief of a division or on the recommendation of his Congressman the Civil Service Commission had better be abolished.

Mr. RICE. I think there have been many instances of that, although I have always tried to follow them out. There have not been any since May, 1895. There has not been a single case brought to my attention, but it should be borne in mind also that a great many promotions are made absolutely in the line of merit.

Mr. MCCALL. You have stated there are about 87,000 officeholders in the classified service. Now, what class of public service is not under the civil service?

Mr. PROCTER. Practically all now, with the exception of mere laborers, have been included, the 70,000 fourth-class postmasters, the employees of Congress, and the employees of the District of Columbia. I think probably the President has carried this order as far as the original law contemplated. The original law contemplated that from time to time at the discretion of the President, as the Commission work would enable him to do it, and experience demonstrated its advisability, that this extension should be made until every place below that of a person appointed by the President and confirmed by the Senate, and above that of a mere laborer, should be included. That has been gradually done by each President until finally this large extension has been made.

Mr. MCCALL. As I understand, all the employees of the Government except those appointed by the President, who are required to be confirmed by the Senate, the fourth-class postmasters, and common laborers are under civil service.

Mr. PROCTER. Yes.

Mr. MCCALL. As the rule now exists?

Mr. PROCTER. As the rule now exists.

The CHAIRMAN. What do you understand by "laborers"? It is a pretty broad word.

Mr. PROCTER. Yes, sir; and it has given a great deal of trouble to define the word "laborer" in the original law. We take it that it means a man employed purely on manual labor.

Mr. RICE. The Attorney-General holds that when Congress appropriates for a laborer it means a man who does manual labor.

Mr. PROCTER. Now, I would say in connection with what Mr. Hemenway states, that I do not believe that under the last administration or under the present administration of the New York custom-house promotions and reductions were made for political reasons. Now, that is one of the largest business institutions in the country in which that rule has worked satisfactorily.

Mr. MCCALL. Where the rule is violated and a man has been reduced for political reasons, what power has the Commission?

Mr. PROCTER. To investigate.

Mr. MCCALL. They have no power to reinstate?

Mr. PROCTER. They have no power whatever; simply to investigate and report.

Mr. MCCALL. What good can that do to a discharged employee?

Mr. PROCTER. There is the publicity, and they can make it uncomfortable; as a matter of fact quite a number of reinstatements have been made.

Mr. MCCALL. Ought not there to be some power given to the Commission after investigating a case to require the reinstatement; I mean so far as that isolated proposition is concerned?

Mr. RICE. There is this to say: If the Commission were made into a trial court you would have to increase its force very materially if it had that power. I believe any man in the United States should be given a hearing, as carriers in the Railway Mail Service, which is working most satisfactorily, and I think that power ought to be extended. If you compel the heads of Departments to give a man a hearing and a full publication of his wrong he would not need a trial.

Mr. MCCALL. The very fact that a man has been discharged and is out of his employment and losing his salary, an investigation to show whether he has been wrongfully discharged does no good for him at all unless he can be reinstated?

Mr. RICE. Of course not.

Mr. McCALL. But if the Commission has no power to reinstate other than to recommend——

Mr. HARLOW. But they can punish a person who did a wrong—who violates the law.

Mr. McCALL. What power has the Commission to remove a chief of a division, or affect him in any way, who has wrongfully discharged or reduced an employee?

Mr. PROCTER. The law says a man who violates any of these provisions shall be dismissed from the service. For instance, we got a man dismissed last week at Denver for political assessments. Then there is the case of the postmaster at Bridgeton, N. J. We called the attention of the Post-Office Department to it and published the fact that if the Post-Office Department did not punish that man for violation of the law we would.

Mr. McCALL. Do you know of a case where a man has been discharged for violating the civil-service rules relating to the discharge of employees or reducing them in salaries?

Mr. PROCTER. I can not recall now. I know, however, two cases which we have now pending before the Post-Office Department where we are asking the dismissal of the postmasters, and I rather hope——

Mr. HARLOW. How about reinstatements of individuals?

The CHAIRMAN. Is that done under Executive action?

Mr. PROCTER. Yes, sir.

The CHAIRMAN. Section 15 of your law approved January, 1883, says:

"That any person who shall be guilty of violating any provision of the four foregoing sections shall be guilty of a misdemeanor," etc.

Have there been any prosecutions in connection with the carrying out of that law?

Mr. PROCTER. Yes, sir; prosecution and conviction.

The CHAIRMAN. How many?

Mr. PROCTER. I could not answer now, but quite a number; and we have the case at Bridgeton, N. J., where I think the district attorney has not done his duty, because we found on investigation a brother-in-law of the postmaster was foreman of the grand jury, and if that is true I shall call it to the attention of the Attorney-General and ask for the prosecution of the district attorney.

The CHAIRMAN. I want to ask this question: As I understand, your power as a Commission is now absolute in all promotions in the classified service independent of the wish of a Secretary of the Department or chief of a bureau; is that so?

Mr. PROCTER. No; it will when the promotion regulations are instituted, but until then it will remain as it is now.

The CHAIRMAN. Now, how does the recommendation for promotion in any Department of the Government come about?

Mr. PROCTER. Through a letter.

The CHAIRMAN. Through an official communication?

Mr. PROCTER. Yes.

The CHAIRMAN. Indicating the party named and the party recommended; indicating either a vacancy existing or a demotion of one party and the promotion of another?

Mr. HARLOW. Do you mean as at present obtains, the way we do now?

The CHAIRMAN. No; by the recent order of the President which gives you increased power in regard to promotions?

Mr. PROCTER. The Commission has hardly finished yet bringing in under the rules the extensions heretofore made. We have instituted it in the Boston post-office and got one or two divisions here interested in it as a scheme. The Commission must go very carefully and not "ball up" the Departments, to use a slang expression.

The CHAIRMAN. As far as you have gone in the matter of promotions under the President's order, do you look into the demotion of the party named whom the promoted is to take the place of. Do you look into the merits of the man reduced or discharged?

Mr. PROCTER. We will do that; but I think there have been very few promotions since that order.

Mr. RICE. Every promotion is reported on a blank of our devising, giving all the facts.

The CHAIRMAN. Is there any remedy or limit of time for the demoted for the many promotions that are alleged to have been made during recent years?

Mr. PROCTER. No; I think not.

The CHAIRMAN. After a man has been selected from the list submitted to the selectee, is there any period of trial of the men taking those places?

Mr. PROCTER. Six months. The examination of the Civil Service Commission is not supposed to have ended until the man has been tested six months. When the appointing officer certifies his services have been found satisfactory, then he gets the absolute appointment. He is simply on probation for that time.

Mr. RICE. I would like in regard to the general proposition of the increase of force to say a few words. I regret that I am unable to agree fully with what the president of our Commission has stated. After a careful review made yesterday of the

condition of the work, I believe, with proper organization, but a slight increase of force is necessary. For ten days past we have been keeping our force at work seven hours' actual labor, as against six and one-half hours usual in most Departments, and to-day we resumed the six and one-half hours' labor for all our force upon the advice of our clerks in charge of the branches of work we are engaged in. The extension of the service from time to time in the past four years has changed the character of our work somewhat, and we are considering a reorganization of our force to make it more effective, which I think can be accomplished by the 1st of January. The system of details has been much decried in all directions, but I believe properly carried out it keeps the Commission in a desirable relationship with the Departments. The system of details to which I refer is, when our work presses upon us we make under the law requisitions for aid and receive it, and the Departments are bound to furnish it if they have anybody available for the purpose, and as a rule there are always some men more or less available for our purpose.

The CHAIRMAN. How many detailed men have you now?

Mr. RICE. I understand we have fifteen to-day.

The CHAIRMAN. In addition to the statutory force?

Mr. RICE. In addition to our statutory force. Our statute force is very small in the civil-service act, but it has been increased from time to time by appropriations. For thirteen years the work has grown without attempting a system of organization for handling it. The rules, for instance, were constituted of something like one hundred up to the time of about a year and a half ago. There were general rules, Department rules, post-office rules, custom-house rules, internal-revenue rules, railway mail service rules, and Indian-service rules, consisting in all of about a hundred. We have now reduced them to about twelve, as appears in that pamphlet, and the system is proceeding, I believe, satisfactorily. I believe with the application of business principles to the current work it will enable the present force to do it reasonably and satisfactorily.

I recognize the custom of hours and vacations which prevails in Washington, but even with these liberal allowances I believe that the work can be done with the present force by properly organizing, and that the work will not suffer in the least. As to promotions, the whole scheme of rules, as I understand it, expects that the Departments will take care of promotions upon rules that shall be approved by the Commission, and I think that is the clear reading of the rule. The Commission will always possess a veto power, but so far as appointments and promotions are concerned of individuals we have absolutely nothing to do with it. We furnish the materials; we say the way in which fitness shall be ascertained, but we are not the appointing bureau, and that brings me to say as to this matter of dismissals that in a general dealing with the question, I think it extremely dangerous to vest in the Civil Service Commission the power of review of the action of an appointing officer; that is the entire power of review. For instance, we know in the New York police force what matters of serious difficulty they have had to contend with there, as their power of removal was subject to review in the courts.

Now, if you make us such a court of review we are to be in continual friction with the Departments, and if we were to determine a man ought to go back the entire discipline of the Departments is to suffer. I admit that there is some injustice, but I think the New York police force seriously suffered from men being reinstated who were removed on grounds not susceptible of proof before the courts, but which the police board thought were reasonable grounds. There are men dismissed from public office who will allege that it is for political reasons, yet I think that the chairman of the committee and Commissioner Harlow have had in their respective experiences in post-office government to dismiss men who were Democrats and have the allegation made that they were dismissed because they were Democrats, and yet the reasons were such that it was not possible to prove before a court sufficiently to deprive the man of employment, and yet it was for good and sufficient reasons, so I should very much regret to see, for the sake of the whole civil service, the power of review vested in any court or in any commission. I would say if you choose to constitute a court——

The CHAIRMAN. That is, a court under the Commission?

Mr. RICE. Well, I should hate to be an officer who had to hear these complaints, and I do not think they ever could properly come before the Commission. A head of a Department could not present them; it would take all of his time.

Mr. MCCALL. Is it not remarkable, though, that those removals or reductions are always made of those who hold political opinions against the Administration?

Mr. RICE. Well, I can say as to removals here I have based it somewhat upon what Mr. Roosevelt said, that it is not probable removals for political reasons are more than 1 per cent, and political reasons include personal reasons. I do not think the removals to-day of the force of the Government are as many as the New York Central Railroad for personal reasons. I will say it is a fair comparison in the classified service.

The CHAIRMAN. As I understand, you do not approve the wisdom of the transfer

to the Commission of the examination and conclusion in matters pertaining to promotions or demotions in the classified service?

Mr. RICE. I believe the Commission should have just exactly the power conveyed in this rule, and have been very ardent in believing it should be inaugurated:

"In pursuance of the requirements of section 7 of the civil-service act competitive tests or examinations shall, as far as practical, be established to test fitness for promotions in any branch of the civil service of the United States which has been, or may hereafter be, classified under the civil-service act."

Then an amendment must be made, with the consent of the Commission, the point being the head of a Department is presumed to know better than we the line in which promotions should be made.

The CHAIRMAN. You assume further that will be your procedure under the President's order of May 7?

Mr. RICE. Speaking for myself, I should say if the Postmaster-General would have a certain system of rules for promotions and ascertaining fitness which he thinks proper in his Department, treating all in his Department alike, I would give him the privilege to do so if it was submitted to me. The Secretary of the Treasury may have a different set of rules, but the point is they should be applied to all alike in the respective departments.

Mr. PROCTER. At the same time we would require a certain kind of examination prepared and under the direction of the Commission as now in the New York custom-house. We prepare all of the examinations in Washington and send them to our local board in the New York custom-house.

Mr. HARLOW. Upon that same thought I would like to speak a few words. From these examinations, whatever they may be, there must be shown the character of the work the man is employed upon, its value, and the quality of his work. Those will be all credits to the credit side of the ledger. On the debit side we indicate his punctuality, his application, and his conduct as a man. Thus we claim the Government can insist upon a hundred per cent, or it will be a charge, for if the man was not punctual it would be a charge and not a credit. In his application he must apply himself, and if he does not it will be a charge. If his conduct is not what it should be it is a charge, and that will be subtracted from the actual efficiency he arrives at through his merit, quality, and quantity of his work, whatever it may be when quantity can be weighed; when it can not be weighed, then by some method which can be arrived at satisfactory to the Commission. That is all we are asking to be presented; data for the Departments to meet.

Mr. MCCALL. It occurs to me if this civil service has become a fixed policy of the Government in all its branches, as it seems to be now, there ought to be some protection thrown around an employee against improper discharge or reduction.

Mr. RICE. I think all of us have held to the view if we could in some way supervise promotions that that would remove the desire to demote men. It is rare that a man is absolutely put out of the service unless it is desired to put somebody else in his place. I think that is absolutely true.

Mr. PROCTER. Following that up, it would be rare to demote a man unless you can pick up a man to put in his place, so promotion regulations strictly carried out will cure that evil.

Mr. MCCALL. The trouble is the man promoted does not suffer, but the man dismissed suffers.

Mr. RICE. He suffers, certainly.

Mr. PROCTER. We can take the experience of the custom-house at New York, where they are not demoted and there have not been any reductions for political reasons. I do not believe there has been a single reduction in the classified service in the New York custom-house since I have been on the Commission that has been at all influenced by political or personal considerations.

Mr. RICE. If it were practical for the Commission to compel the head of a Department to give a man a chance, and after an investigation to dismiss if found guilty, the very office would sustain him. There must be some way to carry on an office. There must be some way to put a clerk absolutely out of office if he is insubordinate or impertinent, and such things ought sometimes to be done, but if any legislation could instruct heads of Departments to give a hearing, and make it obligatory as it is now in the Post-Office Department under the direction of the Postmaster-General, and has been for several years past, in the case of dismissed carriers——

The CHAIRMAN. What is the limitation as to age for admission in the classified service?

Mr. PROCTER. There is no limitation in the Departments other than in the Railway Mail Service. They must be 21 years old. There is no maximum.

The CHAIRMAN. There is no maximum?

Mr. PROCTER. In letter carriers it is 40, and in the Railway Mail Service 35.

The CHAIRMAN. Do you find that limitation as to maximum a necessary limitation?

Mr. PROCTER. The Railway Mail Service thinks it is. They want active, vigorous

men; they want young men of whom they will get the benefit of the training they put upon them for a long time.

The CHAIRMAN. And a man of good receptive powers?

Mr. PROCTER. Yes; and that was made at the request of the Railway Mail Service.

The CHAIRMAN. Now, as to the forty years' limitation of letter carriers, what is your experience there?

Mr. PROCTER. Major Harlow can speak better in regard to that.

Mr. HARLOW. My experience is the same as that of General Bingham. A letter carrier, to begin with, is a peculiar service. I can take an ordinary man and make a good carrier of him in two days and he may be 50 or 20 years old. There are so many peculiar conditions around a carrier that it has been necessary to prevent the halt and the lame, so to speak, from getting into the service, because you want to get the maximum out of him during the period of his service, for he grows old in the service and gets the maximum pay and does the minimum of work, and if you get a carrier going into the service at 40 years you can not get the maximum out of him as you would out of a man going in at 20. When he breaks down and ages in the service he still continues to receive the maximum pay and does the minimum of work, collecting from only a few boxes.

The CHAIRMAN. Do you assume to inquire into a man's qualifications when the limitation is 40 years?

Mr. HARLOW. How, physically?

The CHAIRMAN. What is the character of the examination?

Mr. HARLOW. It is quite like that of the Railway Mail Service; we can show that in our blanks. They give in a general way the physical characteristics a man must have.

The CHAIRMAN. What are they?

Mr. HARLOW. Eyesight, hearing, limbs, etc.

The CHAIRMAN. It is simply what you would call a superficial examination, but goes to nothing constitutional?

Mr. HARLOW. No, sir.

Mr. PROCTER. In the Railway Mail Service there is an examination by a physician who certifies that the man's heart, etc., are all right.

Now, I would like to say one word in conclusion, because it is evident Commissioner Rice does not agree to one thing. I think he has put too much weight upon what we may expect by a reorganization of the force. The work of the Commission has had a steady, slow growth. It has grown up under the work of very experienced men, of long training in the service. Our late chief examiner, Mr. Webster, was one of the ablest men I ever came in contact with, a man who had spent a long life in the service, and it seems he had a system of work possibly not in the line a new person would have done, but as the needs of the service required took in things gradually; and while it is true we can improve the work somewhat by some sort of reorganization, I do not believe we will get any more individual work out of them; so I think we should not depend too much upon a reorganization. These estimates have been made upon the recommendations of people who have direct charge of the work, and estimated upon these promotion regulations which are obligatory upon the Commission, and which I am all the more convinced ought to be done because of the rigid examination you have given, showing, you see, the need as much as we do, and that the abuse ought to be stopped.

Mr. MCCALL. Possibly we are feeling the facts more than you are now?

Mr. HARLOW. There is another point I want to say a few words upon and it is this, that if we do not have our force we must rely upon details, and those which are the least efficient the Departments generally send to you.

Mr. PROCTER. We are going to send one back who was tried everywhere and we find that he can not do anything.

The CHAIRMAN. I have not your annual report before me, but about what is the annual change in the sense of appointments?

Mr. PROCTER. I think I can give it here. We examined 31,000 competitors last year and obtained 20,559 eligibles. The appointments I think were something over 4,000, but that does not include the navy-yard registrations.

The CHAIRMAN. The navy-yards do it themselves?

Mr. PROCTER. The Commission now has charge of that registration.

The CHAIRMAN. Not of the general laborer working in navy-yards?

Mr. PROCTER. I mean the registrations.

The CHAIRMAN. But that only applies to a limited number of clerks?

Mr. HARLOW. It is under the Executive order of the President upon the Commission; it is not under the act.

The CHAIRMAN. It is simply that in the navy-yards, outside of the clerical force, what are called subordinate workmen or mechanics are selected by the navy-yard officials and do not reach you?

Mr. PROCTER. For your information I will say the President has issued an Executive

order requiring the Secretary of the Navy to have our approval of any changes of his rules.

The CHAIRMAN. That is true, but the rules are that the naval board stationed at each yard make what they call their test examinations, which are both examinations as to fitness and a further limitation as to time to determine the fitness after selection?

Mr. PROCTER. That is all true.

The CHAIRMAN. That is the rule?

Mr. PROCTER. Yes, sir.

The CHAIRMAN. I know that, because I am familiar with reference to our yard.

Mr. PROCTER. It was to place a seal upon it that the Executive order was issued, so that they could not change the rule arbitrarily at any time without consulting the Commission to get our approval.

Mr. RICE. I will say in regard to this question of promotion, I think there should be just that general supervision and disclosure of the motive just as the navy-yards disclose to us now.

The CHAIRMAN. I understand from your examination that the annual selections are about 4,000?

Mr. PROCTER. I will send that to you.

Mr. HARLOW. You would like to have also the annual number examined for selection?

Mr. PROCTER. I have that.

The CHAIRMAN. That signifies little, because you may have a hundred in an examination, which takes two or three days.

Mr. PROCTER. But the papers must be examined. Last year 212,837 sets of answers were examined by our examining board.

Mr. RICE. We hope shortly to present our report in the usual form.

Mr. MCCALL. The Commission seems to be divided upon the question as to whether the detail should be increased or the force increased.

The following is the statement referred to by Mr. Procter:

"UNITED STATES CIVIL SERVICE COMMISSION,
"*Washington, D. C., December 1, 1896.*

"SIR: Referring to our interview to-day, I beg to inform you that between July 1, 1894, and July 1, 1896, the whole number of persons examined by this Commission was 62,306. The whole number appointed was 9,876.

"Of course, with the large extension of the classified service, the number examined during the coming fiscal year will very greatly exceed the number examined during the same period heretofore.

"Very respectfully,

"JOHN R. PROCTER.

"Hon. HENRY H. BINGHAM,
"*House of Representatives.*"

OFFICE OF AUDITOR FOR POST-OFFICE DEPARTMENT.

STATEMENT OF MR. GEORGE O. HOWARD, AUDITOR FOR THE POST-OFFICE DEPARTMENT.

The CHAIRMAN. We observe that you ask for no increase for the next fiscal year over the appropriation for the present fiscal year?

Mr. HOWARD. No change at all, sir.

The CHAIRMAN. Our purpose in sending for you has been because we are of the opinion that with the large appropriation that you have received for the past three years, meeting your estimates, you have now under the new law your Bureau so thoroughly organized that you might suggest a reduction in your force?

Mr. HOWARD. Well, I hardly think so for the reason that although the bureau is in good condition and the work has been brought up to date, yet the growth of the work is very great, and it will require at least the force now in the office to keep it up.

The CHAIRMAN. My recollection is your predecessor made the statement that your work was back two years or more and therefore Congress gave you an increased appropriation. Now you make the statement that your work is up to date.

Mr. HOWARD. Yes, sir; and I have made a little table in my report which shows the amount of increase in the office and I have it here, and for six years I have given the force. In 1891 there were 427 officials and clerks in the office, and 50 messengers, charwomen, and laborers. In 1892 there were 427; in 1893 there were 427; in 1894 there were 427, and in 1895 there were 438. That is all of the increase the office has had.

The CHAIRMAN. What is the amount of the increase?

Mr. HOWARD. Eleven clerks.

The CHAIRMAN. I observe that in 1894 and 1895 there was an apparent reduction in your force?

Mr. HOWARD. No, sir. The way that was introduced into the appropriation act is this. The experts who had charge of getting up a plan of reorganization for the office made the estimate the force could be reduced that much, and they recommended a special appropriation of $59,000 for a temporary force, although it was really a part of the force of the office. The clerk of the committee is entirely familiar with it and can probably state in detail better than I can; there has been no increase in the force except as I state here. There has been only an increase of eleven clerks since 1891, and that increase I may say was occasioned by the fact that under the new plan of organization there was a large part of the work that is now in my office transferred from the Post-Office proper, from the Money-Order Department of the Post-Office. I will say this in regard to the organization of the office under the Dockery system, they did reduce the number of clerks in the postal branch and they were assigned to the money-order branch. There are more clerks in the money-order branch than there were formerly, but the only increase since 1891 is eleven clerks.

The CHAIRMAN. Then, you think you have got your Bureau at the lowest possible working force?

Mr. HOWARD. I think so, and I will say this: I know you are familiar with the fact that in years back there was a constant demand to increase the force and bring up the work of the Sixth Auditor, or, rather, the Auditor for the Post-Office Department. And now it is brought up, and I believe if it remains as it is it will be kept up. If not, in a little while you will have the Auditor or the Secretary of the Treasury coming to Congress and asking for an increased force. If I was going to continue in office and run it for the next four years, I would not want the force reduced, but I would make some changes. There are 25 or 30 incompetent people in the office—old people, etc., and they are really not efficient. I would say as much for my successor as I would for myself, that I do not think the force ought to be reduced any. I think it ought to be kept up. The office is in good shape, and the accounts are all settled up to June 30, last, which I may say has never before been done in the history of the Post-Office Department.

The CHAIRMAN. This force will keep your work continuing up to date?

Mr. HOWARD. Yes, sir. I can keep up with it, but they will have to work actively.

There is one thing to which I would like to call your attention, but I do not know whether your committee has charge of it. But here is something of interest. I read from my last annual report:

"MISCELLANEOUS EXPENSES OF THE MONEY-ORDER OFFICE OF THE POST-OFFICE DEPARTMENT.

"From the establishment of the money-order system in 1864 to the present time there has been no annual appropriation by Congress for the miscellaneous or incidental expenses of the Money-Order Office of the Post-Office Department. These expenses consist at the present time of the pay of twenty post-office inspectors, of stationery purchased at certain money-order offices for money-order purposes, together with blanks, blank books, and money-order forms which are used in the transaction of the money-order business. The amount of such expenses for the past fiscal year was $179,579.77.

"Early in the past fiscal year this office called the attention of the Postmaster-General to the fact that the accounts representing these expenditures had never been properly audited in this office, and suggesting, until such legislation as he might deem advisable be enacted, that the system applied to all other miscellaneous accounts of the Post-Office Department be adopted in regard to those of the Money-Order Office, so far as practicable. This has been done, and this office has been further advised that an estimate for these expenses would be prepared with a view of a corresponding appropriation by Congress for the coming fiscal year. Heretofore such expenses have been paid from the receipts of the money-order system, and only the net revenue of that system paid into the Treasury. The services of twenty post-office inspectors paid from this fund are doubtless of great value to the postal service, for among them are some of the best of the efficient corps of inspectors. They should be paid in the same manner as other inspectors, as it is questionable whether their salaries and per diem can rightfully be paid from the proceeds of money-order business under the provisions of section 4020, Revised Statutes, as they are not employed in the money-order service."

OFFICE OF TREASURER.

STATEMENT OF HON. D. N. MORGAN, UNITED STATES TREASURER.

The CHAIRMAN. The sum total of your estimates, as against the appropriation for 1897, is increased $7,000.

Mr. MORGAN. That is correct—from $282,761.

The CHAIRMAN. For the present fiscal year we gave you $18,000 more than you received for the preceding fiscal year, did we not?

Mr. MORGAN. That must have been for the 25 clerks at $720, which were formerly on the silver bullion rolls at $660 each.

The CHAIRMAN. For the present fiscal year you ask for this same additional force. Give us the reason why you feel that these increases are necessary. You retain those given you last year?

Mr. MORGAN. They are in the Department, if not in my office. The first item is for a mail messenger. That is for a man who has been there for years, as is stated in the note.

The CHAIRMAN. Is there anything additional?

Mr. MORGAN. As to the assistant messengers, note 2, I would say that when the change in the law was made, so that the regulations would not allow the work to be done as formerly, it has been a source of great inconvenience, and possibly great risk. Certain places in the Department should not be left without men, and we are without sufficient messengers to perform the duties. I have sometimes felt that it would be best for us to close the vaults to the public, for it takes two men there from 11 to 2, when we have not the men to spare. It leaves the issue and redemption divisions short of help. I consider that the men are absolutely needed.

The CHAIRMAN. If the committee decides that that increase is best for the service, could you make some reduction elsewhere, in order to compensate for the expenditure involved in that increase?

Mr. MORGAN. I do not know where it could be done. We have been cut down in our force. I do not know where another cut could be applied, because in these divisions we are handling 224,000 bills per day, and we are handling also the old money which comes in for redemption. It takes other persons to wait on those handling it. These people are employed in counting, and they may be in the Secretary's office, or in the Register's office. They are on our roll, but we have not the whole 25 in my office. They are employed counting the money, and they may be counting in another office, instead of my office proper.

The CHAIRMAN. Are those messengers employed during the whole twenty-four hours?

Mr. MORGAN. They might come in at half past 7 and leave at 4. Messengers are apt to get sick and thus ask for leaves of absence. During the past year, since the issuance of this order, a messenger sometimes almost becomes the treasurer or cashier. It is dangerous, or would be in private business.

The CHAIRMAN. You want one foreman in the press room at $1,400?

Mr. MORGAN. We handle, for instance, 192,000 bills every day, and owing to the demand for money in moving the crops, we had to increase that force, because the number of bills handled was increased from 192,224—from 48 packages per day, to 56 packages per day. In order to carry that out, we were compelled to have another press and persons to work it; and, in addition to that, there was classifying to be done, which, taken altogether, keeps them all at work very steadily.

The CHAIRMAN. How many men have you in the press room?

Mr. MORGAN. Three or four.

The CHAIRMAN. Three pressmen and one compositor?

Mr. MORGAN. The foreman oversees the room generally, and if a man takes sick, we have to fill his place by another one who is thoroughly competent, for it is a serious matter. We are constantly in trouble when one is away. We feel that we need this force without question.

The CHAIRMAN. You ask for eleven separators instead of eight. Has the work increased 33 per cent?

Mr. MORGAN. The number of separators would be increased one. If we required one for each press, we would require three more—one to pass through, one to receive, and another to count.

The CHAIRMAN. Those are called separators. Where is the force to do that work if it requires three different machines?

Mr. MORGAN. I do not know whether they are called separators, but that is the way they would be classed in asking for an additional force.

The CHAIRMAN. Perhaps clerks at $1,000 could be assigned to do that work. Is there any regulation against that?

Mr. MORGAN. I think the civil service would come in there.

The CHAIRMAN. If you have seven or eight machines and it takes three each, where do you get the 24 separators?

Mr. MORGAN. I had not noticed that they were classed that way; I know that they are all employed; I know how many additional ones it would take; but I do not know whether they are all called separators; but that is what they would do.

The CHAIRMAN. Please send us a communication embodying that information; you increase the number of feeders by one, and I suppose that is on the same ground?

Mr. MORGAN. I can ascertain about that; it may be that we have to borrow some to live on until that is arranged; I do not know how that is; some of those feeders do sealing. If there is any special explanation, I will look that up and send you word.

The CHAIRMAN. For 1897 the estimated force employed redeeming national-bank currency was increased in accordance with your request; and now you ask a little over $11,000 more. Have you any statement to make in addition to the notes?

Mr. MORGAN. I have here a statement which I can show you which I will leave with you to accompany my statement. I would like to explain with regard to that, that the force is a varying one. This paper shows how that has been done, but I can say that now we have $26,140,000 more national-bank money in circulation than we had a year ago. There has been quite a large increase, and that of course would bring in a larger percentage of that money for redemption.

Mr. MCCALL. To what money do you refer?

Mr. MORGAN. To national-bank money. During the five months ending November 30, 1896, we have had $42,000,000, while for 1895 we had $36,000,000, and for 1894 we had $31,000,000.

Mr. MCCALL. That is national-bank notes coming in for redemption?

Mr. MORGAN. Yes, sir. Of course, as you all understand, that is of no expense to the Government, because it is paid by the banks. If it be granted, as I think it should be, we could have it available when Congress passed it. We need ten counters to-day, for we have on hand at this moment $12,515,245 waiting to be counted. A year ago we had $5,858,000, and two years ago we had only $2,955,000. We have not enough force to cope with it. In that division we have the most clear-headed and painstaking chief that was ever in the Government service in Washington, I think. He has been there some twenty-one years, and I do not think he has had fifty days vacation in that time. I merely say that, because he thought possibly he could stand it for another year. This work is increasing and will continue to do so; and I think the request is reasonable.

The CHAIRMAN. Will you ask for any deficiency in this redemption division, which has shown this increase?

Mr. MORGAN. Yes, sir. I ask that this increase be made immediately available, if in your judgment you see fit to allow it.

The CHAIRMAN. Do the national banks reimburse the Government for this?

Mr. MORGAN. Yes, sir.

The CHAIRMAN. How is that reimbursement made?

Mr. MORGAN. It is according to the amount redeemed, and it is figured out to a fraction.

The CHAIRMAN. Then this does not come out of the Treasury in any way?

Mr. MORGAN. No, sir.

The CHAIRMAN. I see that your redemptions were greater for 1897, and, as you presuppose, they will be greater for 1898. Have you got the figures for the preceding years?

Mr. MORGAN. Yes.

The CHAIRMAN. Will you give us the reason why they are larger during 1897, and your reason why you suppose they will be greater during 1898?

Mr. MORGAN. One reason is that there are $26,140,158 more national-bank notes in circulation than there were a year ago, and the tendency has been to increase, with the exception of 1895, which runs down to $86,000,000. I suppose that at the present time, judging from the way our national-bank currency comes in, that there will be an increase. If the Government were short of money and needed it, it would be a pity to have it locked up, because we can not recall these bills from the banks until they get them.

The CHAIRMAN. You mean the currency for national banks?

Mr. MORGAN. The other money. For instance, if we could return twelve millions, they would have to pay $12,000,000.

Mr. MCCALL. That money comes into the Treasury, and you hold it for redemption by the banks?

Mr. MORGAN. Yes, sir; but we can not ask them for it until we can get it started out. There are 3,676 banks alive. In 1894 we had in one item 1,800,000 five-dollar bills piled up, amounting to $9,000,000. We can not get that $9,000,000 back to the banks until it is started out.

Mr. MCCALL. You hold that for redemption by the banks?

Mr. MORGAN. Yes, sir.

The CHAIRMAN. What is the length of time between the receipt of the notes and redemption?

Mr. MORGAN. It varies materially. That would never be behind a day if we had the necessary help.

Mr. MCCALL. Are these notes mutilated?

Mr. MORGAN. Some are. They have a right to send them in from anywhere. We send forward those in good condition. The Comptroller sends new bills for those destroyed.

The CHAIRMAN. They want a clean circulating medium?

Mr. MORGAN. Yes, sir.

Mr. MCCALL. On an average, about how many bank notes have you on hand for redemption?

Mr. MORGAN. The number of national-bank notes averages about five millions.

Mr. MCCALL. It is that much out of circulation?

Mr. MORGAN. Yes, sir; it is changing all the time.

Mr. MCCALL. You have five millions out all the time?

Mr. MORGAN. Yes, sir. It got down to four millions, and it might go down possibly to three millions; but that would be low.

Mr. MCCALL. This $5,000,000 in national-bank notes is not in circulation, but is here for redemption?

Mr. MORGAN. Yes, sir; about five millions. I submit the following as a part of my statement:

TREASURY DEPARTMENT, OFFICE OF THE TREASURER,
Washington, D. C., October 1, 1896.

SIR: The force employed in redeeming national-bank notes, which has been gradually reduced since 1886 from 67 to 49 in number, is now too small to assort and deliver the volume of bank notes presented annually for redemption in the time in which it should be done, and I therefore beg to submit for your approval the following increased estimate of a force for that work:

Appropriation for 1897.			Estimated appropriation for 1898.			Increase.	
No.	Title.	Amount.	No.	Title.	Amount.	No.	Amount.
1	Superintendent	$3,500	1	Superintendent	$3,500		
1	Teller	2,500	1	Teller	2,500		
1	Bookkeeper	2,400	1	Bookkeeper	2,400		
1	Assistant teller	2,000	1	Assistant teller	2,000		
2	Clerks class 4	3,600	2	Clerks class 4	3,600		
3	Clerks class 3	4,800	4	Clerks class 3	6,400	1	$1,600
4	Clerks class 2	5,600	4	Clerks class 2	5,600		
16	Clerks class 1	19,200	20	Clerks class 1	24,000	4	4,800
10	Clerks at $1,000	10,000	10	Clerks at $1,000	10,000		
1	Skilled laborer	1,000	1	Skilled laborer	1,000		
5	Clerks at $900	4,500	10	Clerks at $900	9,000	5	4,500
3	Assistant messengers	2,160	3	Assistant messengers	2,160		
1	Charwoman	240	2	Charwomen	480	1	240
49	Total	*a* 61,500	60		*b* 72,640	11	11,140

a Average salary, $1,255. *b* Average salary, $1,210.

The previous reduction in the force which I have mentioned was made in consequence of a falling off in the amount of notes presented annually for redemption from $130,000,000 to $75,000,000 between the fiscal years 1886 and 1894. Commencing with the latter year, however, the amount of notes presented for redemption has averaged $100,000,000 annually, and there is reason to expect that this average will be exceeded in the current fiscal year and the coming one.

The following table shows the number of employees in the National Bank Redemption Agency, the amount appropriated for salaries, the average salary, and the amount of national-bank notes presented for redemption by fiscal years from 1886 to 1896; the number of employees, salaries, and the estimated amount of notes for 1897; the estimated number of employees, salaries, and amount of notes for 1898.

Fiscal year.	Number of employees.	Appropriation.	Average salary.	National-bank notes presented for redemption.
1886	67	$81,560	$1,217	$130,296,000
1887	62	77,442	1,249	87,690,000
1888	62	77,060	1,243	99,152,000
1889	56	70,970	1,267	88,932,000
1890	56	70,800	1,264	70,257,000
1891	51	64,800	1,270	67,461,000
1892	48	61,800	1,287	69,625,000
1893	48	61,800	1,287	75,845,000
1894	48	61,800	1,287	105,331,000
1895	48	61,800	1,287	86,709,000
1896	49	61,700	1,259	108,261,000
1897	49	61,500	1,255	a 121,309,435
1898	a 60	a 72,640	1,210	a 121,309,435

a Estimated.

Respectfully, yours,

THOS. E. ROGERS,
Superintendent N. B. R. A.

The TREASURER OF THE UNITED STATES.

TREASURY DEPARTMENT, OFFICE OF THE TREASURER,
Washington, D. C., October 2, 1896.

SIR: Referring to your letter of the 1st instant, I have the honor to say that owing to an increase in the amount of national-bank notes presented for redemption during the past year of upward of $20,000,000, there is in the cash of the National Bank Redemption Agency, at this date, $7,700,000 in $5 national-bank notes unassorted as to banks of issue, which would have been assorted and delivered if an adequate force of employees had been available.

Respectfully, yours,

THOS. E. ROGERS,
Superintendent N. B. R. A.

The TREASURER OF THE UNITED STATES.

MEMORANDUM.

TREASURY DEPARTMENT, OFFICE OF THE TREASURER,
Washington, D. C., November 30, 1896.

National-bank notes presented for redemption:

During five months ending November 30, 1896	$42,397,691
During five months ending November 30, 1895	36,066,259
During five months ending November 30, 1894	31,461,167

The increase in five months ending November 30, 1896, over same five months in 1895, was 17¼ per cent, which rate of increase, if maintained, will make the total amount of notes to be redeemed during the current fiscal year $127,206,649, as against $108,260,978 redeemed in the fiscal year 1896, and $86,709,132 redeemed in the fiscal year 1895.

Redeemed national-bank notes on hand not ready for delivery because unassorted by banks of issue:

November 30, 1896	$12,515,245
November 30, 1895	5,858,829
November 30, 1894	3,955,321

TREASURY DEPARTMENT, OFFICE OF THE TREASURER,
Washington, D. C., December 3, 1896.

SIR: Referring to our interview of the 1st instant, and in reply to your inquiry relative to the force required on the separating machines in this office, I would state that each machine requires three operatives, one to feed the sheets, one to receive and strap the separated notes, and one to count after the separation.

The original appointments of this class of employees are as separators, at $660 per annum.

Respectfully, yours,

D. N. MORGAN,
Treasurer United States.

Hon. H. H. BINGHAM,
Committee on Appropriations, House of Representatives.

COLLECTING INTERNAL REVENUE.

STATEMENT OF MR. W. S. FORMAN, COMMISSIONER OF INTERNAL REVENUE, AND MR. GEORGE W. WILSON, DEPUTY COMMISSIONER.

Mr. FORMAN. I have only been in office three or four days, and therefore I have asked Mr. Wilson, the Deputy Commissioner, to accompany me, and he will be able to give you what information you desire.

The CHAIRMAN. On pages 71 and 72 of the bill there are two paragraphs covering the salaries and expenses of collectors, agents, fees, etc. The first paragraph shows an increase of $140,000 and the second an increase of $250,000, making a sum total increase of $390,000.

Mr. WILSON. We had $1,710,000, and we ask for $1,850,000.

The CHAIRMAN. Why that increase?

Mr. WILSON. Because we had a deficiency of $100,000 in 1896, and I want to call your attention to the fact that the appropriation for agents for 1896 and for collectors and deputy collectors, including a deficiency of $100,000 which was appropriated, making $1,810,000 in all, will be used, if not exceeded.

The CHAIRMAN. Then you increase that paragraph for next year $40,000 over the appropriation for 1896, plus the deficiency?

Mr. WILSON. Yes, sir.

The CHAIRMAN. Have you any estimate as to your deficiency for this year, which is now only half through?

Mr. WILSON. It will be less than $100,000. That would be my judgment; but it results from the fact that, by an agreement between the distillers throughout the country, they have shut down since the act of August 28. For a year after that act was passed the market was glutted, and the distillers closed voluntarily; but at the close of the year 1895, in August, they got together and formed an association embodying the States of Pennsylvania, Kentucky, and Maryland. In Maryland they formed an association of spirit dealers, and went into an agreement to close down for a year, and maybe much longer. This enabled us to cut off quite a number of gaugers and storekeepers, and consequently we are running at a less rate of expense; but when these distillers resume we will have to increase our expense. This is something that we can not tell anything about. At this time we are running below what we were a year ago, and consequently the deficiency would be less if we keep it up to the close of the year.

The CHAIRMAN. You transfer "surveyors" from the second paragraph to the first, and ask that the first may be so amended as to include the surveyors. Does that in any wise increase the sum total of the present allowance?

Mr. WILSON. It is to simplify it; they are paid no more.

The CHAIRMAN. It is simply administrative?

Mr. WILSON. Yes, that is, for the betterment of the service.

The CHAIRMAN. In the second paragraph I find the addition of the words, "and expenses of storekeeper-gaugers." Where have these expenses been paid?

Mr. WILSON. We did not have them in until after the passage of the act of August 28. There never was any practical way to transfer a storekeeper and pay his expenses. It was a great injustice imposed upon the men, and we have never been able to get rid of it.

The CHAIRMAN. What wording do you want for expenses of storekeepers, if it is to be in the bill?

Mr. WILSON. It would be covered by what we have asked. It has been in effect since the act of August 28, but we do not incur much expense under the item. Still, we need it in a limited way. The service, as we go along, is benefited by the transfer of these officers. Sometimes the territory of a storekeeper involves 200 miles, and a storekeeper receives $4 per day when under assignment. If we want to take him away from certain associations or something of that kind, or if something has rendered him inefficient, we want to transfer him to another point. Under the old law we could not transfer him, because it took half a month's pay to transfer him to the next place. It made trouble. Under the present law we can transfer him to any district in the United States. It is for the good of the service.

The CHAIRMAN. Does the Auditor approve vouchers in connection with storekeepers' gaugers now?

Mr. WILSON. Yes, sir; the language is simply put in to cover expenses.

The CHAIRMAN. Do you not pay those expenses now?

Mr. WILSON. Yes, sir.

The CHAIRMAN. And they are approved?

Mr. WILSON. Yes. If you go back three years ago you will find expenses of storekeepers.

The CHAIRMAN. It is not in the law for this fiscal year, and it appears here as an amendment.

Mr. WILSON. It is the proper language to use. It does not involve any additional expense not now being paid. It is simply to conform to what we actually do.

The CHAIRMAN. If you look at the bottom of page 72 you will find the amount involved in this change averages between three and four thousand dollars per annum. What does that mean?

Mr. WILSON. It is to describe to Congress the amount of money involved; but it does not involve any increase. It is simply a description to show the amount already spent without this language in the bill.

The CHAIRMAN. On page 57 I see you ask for no increase over the current year on account of salaries of your office here?

Mr. WILSON. For which I am sorry.

The CHAIRMAN. You think it is not possible to make any reduction in your force?

Mr. WILSON. It is the most economical Bureau of any Department of the Government. The percentage of cost of collection has been reduced from an average of 3.51 to 2.72. You can not equal it in any bureau in the world in the collection of money.

MARINE-HOSPITAL SERVICE.

STATEMENT OF DR. FAIRFAX IRWIN, REPRESENTING SURGEON-GENERAL WYMAN, ACCOMPANIED BY SURG. CHARLES E. BANKS.

The CHAIRMAN. You ask an increase of almost $3,000.

Dr. IRWIN. There is an increase in two items only.

The CHAIRMAN. There is an increase in three; first, as to your disbursing clerk.

Dr. IRWIN. That is entirely new.

The CHAIRMAN. Why so?

Dr. IRWIN. That has been necessary, owing to the immense amount of work that the disbursing clerk in the Treasury had to do.

The CHAIRMAN. This is only a disbursement of $25,000.

Dr. IRWIN. We have three funds—the quarantine fund, the marine-hospital fund, and the epidemic fund.

The CHAIRMAN. What is the sum total?

Dr. IRWIN. It is over a million dollars.

The CHAIRMAN. Who does that?

Dr. IRWIN. It is done through the Treasury Department by Messrs. Hobbs & Bartlett.

The CHAIRMAN. Is that wholly independent of your office?

Dr. IRWIN. The vouchers have to be signed.

The CHAIRMAN. The disbursement is done in the Treasury?

Dr. IRWIN. Yes, sir.

The CHAIRMAN. Does the Treasury recommend the change?

Dr. IRWIN. Yes, sir.

The CHAIRMAN. Is there complaint now as to delay?

Dr. IRWIN. Yes, sir; there is delay in getting vouchers through our office. There is often delay in drawing checks after they go to the Treasury, which is a mile away. We have only one messenger, and even with a bicycle it makes delay in getting the vouchers drawn. It is proposed to do it in our office.

The CHAIRMAN. Would this disbursing clerk come under the civil-service law?

Dr. IRWIN. Yes, sir.

The CHAIRMAN. You ask for an additional messenger?

Dr. IRWIN. We need an additional messenger. The man now detailed as assistant messenger is paid as a laborer. We have four floors and no elevator. There is frequent exchange of papers, and papers have to be carried to the Treasury once, twice, and sometimes three times a day, when special orders are sent from the Department.

The CHAIRMAN. Was this disbursing clerk asked for last year?

Dr. IRWIN. No, sir; I think not. This is the first time it has been asked for.

The CHAIRMAN. You asked for a principal clerk last year?

Dr. IRWIN. It is proposed to make this disbursing clerk the chief clerk of the office. For some time it has been customary to have a medical officer detailed to act as chief clerk; but we find that it is awkward and very unsatisfactory. He ought to be at the hospital, where he is needed.

The CHAIRMAN. Did you ask for a messenger last year?

Dr. IRWIN. Yes, sir.

The CHAIRMAN. There is one laborer at $360 increased to $480. Why is that?

Dr. IRWIN. That is in order to make a messenger. It is now appropriated for at $360. It is to raise his pay to $480. It is an increase for helper on account of his efficiency and the amount of work he does.

The CHAIRMAN. How long has he been there as a helper?

Dr. IRWIN. I do not think there is a helper who has been there less than five years; and this man, I think, has been there seven or eight years. He is a pretty good man.

The CHAIRMAN. We now come to the wording which provides that hereafter the Secretary of the Treasury is authorized in his discretion to grant leaves of absence to medical officers without deduction of pay—thirty days' leave in each calendar year, and it may be extended to sixty days once in two years, and to three months if taken only once in four years. Is that the language of the law that now exists as to the Army and Navy?

Dr. IRWIN. It is as it exists in the Army.

The CHAIRMAN. Is it the identical language?

Dr. IRWIN. Yes, sir.

The CHAIRMAN. How many medical officers, commissioned by the President, are there in the Marine-Hospital Service?

Dr. IRWIN. Sixty-five.

The CHAIRMAN. How do they now receive their leaves of absence?

Dr. IRWIN. There is no law for leaves of absence granted to any employee of the Department outside of Washington; so that these medical officers get thirty days every year, provided it can be conveniently done. It is a mere custom.

The CHAIRMAN. It is, however, within the authority of the Secretary of the Treasury?

Dr. IRWIN. It has been done on the authority of the Secretary of the Treasury.

The CHAIRMAN. Have you any estimate as to the average number of days' leave granted to these officers annually?

Dr. IRWIN. In the past, we have not. I can tell about what the custom is. In the case of medical officers detailed to return to the hospital, it is customary to give leaves of absence every year, because there are one or more officers to do double duty while the others are gone away. In the quarantine service the duties are difficult, and it is hard to give leaves of absence for a month. It never can be done during the quarantine season; so that frequently an officer loses the opportunity. If the officers do not get it in the calendar year it is lost entirely.

The CHAIRMAN. Could you give us a statement about the average length of annual leaves?

Dr. IRWIN. Yes, sir; we can get it up.

The CHAIRMAN. I presume that leave of absence is not cumulative, as you propose to make it in this amendment?

Dr. IRWIN. It is not.

The CHAIRMAN. While the Secretary recognizes the annual leave that a commissioned officer shall have, he has never recognized a cumulative leave?.

Dr. IRWIN. He never has done so. If it does not come in the year it is lost entirely.

The CHAIRMAN. Is there any other Department under the Treasury where cumulative leaves run?

Dr. IRWIN. I think not. There is only one bureau under the Treasury Department in which commissioned officers are employed.

The CHAIRMAN. That is the Revenue-Marine Service?

Dr. IRWIN. Yes, sir; that is a division of the Secretary's Office, but all other officers are drawn from the Navy, the Fish Commission, the Light-House Department, and the Coast Survey. The matter of leaves of absence comes under the general statute.

The CHAIRMAN. How are those leaves granted in the Revenue-Marine Service; are they cumulative?

Dr. IRWIN. They are not.

The CHAIRMAN. They must be taken in the year or not at all?

Dr. IRWIN. Yes, sir.

Mr. MCCALL. Do those officers assigned to duty in the Fish Commission and other places get cumulative leaves of absence?

Dr. IRWIN. The Navy Department gives them to their officers. It is customary when a naval officer returns to be granted cumulative leave. I know that it is so in the Army, but as to the Navy I am not absolutely certain. I know that they get two or three months' leave.

The CHAIRMAN. Do you think, if this were done, that it would make the administration of your Bureau more efficient?

Dr. IRWIN. I think it would be to the advantage of the service, because it would enable an officer to go abroad and investigate hospitals and take courses in laboratories, which would be to the advantage of the service, and that the men can not now possibly do.

SECRET SERVICE.

STATEMENT OF MR. WILLIAM P. HAZEN, SUPERINTENDENT OF THE SECRET SERVICE.

The CHAIRMAN. We have in your note here in the bill, in connection with your appropriation, a request for increase of $500 for the chief—from $3,500 to $4,000—and an increase of one clerk. First, as to the chief; why do you ask for that?

Mr. HAZEN. The work is very excessive, I think, because I have been traveling a great deal.

The CHAIRMAN. What do your traveling expenses average every year?

Mr. HAZEN. That I have not estimated, but I think last year it was about $1,800—between $1,500 and $1,800. The salary of that office some years ago was $4,500, and then it was reduced to $4,000. I think during the time of Mr. Brooks it was $4,500.

The CHAIRMAN. Was that by special appropriation?

Mr. HAZEN. It was the same as it is now. It was reduced from $4,500 to $4,000, and then it was reduced to $3,500.

The CHAIRMAN. When was the reduction from $4,000 to $3,500 made?

Mr. HAZEN. Since 1882 it has been $3,500. The work has increased 50 per cent since 1890, and my report shows that since 1893 the work is double what it was before.

The CHAIRMAN. The work of your Bureau has been very much larger?

Mr. HAZEN. Yes, sir; it is increasing all the time.

The CHAIRMAN. Why do you ask an increase of one clerk of class 3? I presume, as you claim, that it is because the work is increasing.

Mr. HAZEN. Yes, sir; and we have to detail men from the field to do clerical work in the office. For that reason I ask for that, in order to give us the additional field men. The men make daily reports, and they must be gone over by from three to five people every day.

The CHAIRMAN. How many men have you in the whole division?

Mr. HAZEN. Twenty-six field men, and seven in the office, I think.

The CHAIRMAN. That covers your entire division force.

Mr. HAZEN. Yes, sir.

The CHAIRMAN. Have you any other statement which you desire to submit to the committee?

Mr. HAZEN. No, sir.

OFFICE OF STANDARD WEIGHTS AND MEASURES.

STATEMENT OF GEN. W. W. DUFFIELD AND MR. O. H. TITTMAN.

The CHAIRMAN. As to one adjuster, you ask an increase of $300. How long has that gentleman been an adjuster?

General DUFFIELD. Seven years, I think.

The CHAIRMAN. Is there any special reason for this increase?

General DUFFIELD. Yes. It has now become known throughout the country that we have means of adjusting, and those who are interested in the manufacture of tapes, as well as surveyors and others, are constantly sending to us to have their tapes verified. There is a great deal of that kind of work done.

Mr. TITTMAN. I was for a number of years in charge of this special matter. These tapes are all of standard lengths. We also verify the standards for the different States. This man does all that work, and does it well.

General DUFFIELD. It is not only a matter of length, but of capacity, such as the bushel and the gallon.

Mr. TITTMAN. We have verified appliances for the polariscope for testing sugar, and also verified the standard for the Internal Revenue Bureau. Our force is entirely inadequate.

The CHAIRMAN. Does he have daily work of eight hours?

Mr. TITTMAN. Yes; he works without hours. He works through to 5 and 6 o'clock very often. Recommendation for his increase has been made many times, twice to my own knowledge.

The CHAIRMAN. The item of one verifier, $1,500, is entirely new?

Mr. TITTMAN. No, sir; in former years, I think ten or twelve years ago, we had a verifier. It is intended to put back the office on the same footing it had then. That verifier was done away with.

General DUFFIELD. This is more particularly with reference to electrical units which are coming into vogue. He will have as much as he can do with this electrical unit work. The object is to give this man charge of this work on electrical units. Congress has not prescribed, but permitted it.

The CHAIRMAN. The next item is the elimination of one assistant messenger under the present statute, and making the paragraph read "one helper," which is new; and one watchman, $1,620 increase in all.

General DUFFIELD. The "helper" takes the place of "messenger?"

Mr. TITTMAN. It is intended to change designations, but not to change persons.

The CHAIRMAN. Instead of one messenger you want him designated as "one helper." Why is that?

Mr. TITTMAN. Because the messenger has specific duties, such as carrying papers, etc. This man assists in the technical work of the office. He was designated as "messenger." This man has been in the service from four to five years as assistant messenger.

The CHAIRMAN. What duties does he perform now?

Mr. TITTMAN. He performs the duties of messenger. His designation as messenger has been a stumbling block.

The CHAIRMAN. Does this take him out of the civil service as a "helper?"

Mr. TITTMAN. It does not.

General DUFFIELD. The duties of messenger have not been clearly defined until the last year; and now that they are defined, it restricts this man to the duty of messenger, and if we undertake to put other work upon him, the civil service will claim that is done to avoid the civil-service law. The object is to get that work from the man under the new name, which we are unable to get from him under the name of messenger.

The CHAIRMAN. If you look at page 62 you will find that you have $1,620 for a helper and watchman, which is an increase over the present law of $180. Have you observed that? Under the general law the watchmen get $720, and now you increase that $180. What is your purpose in that?

Mr. TITTMAN. I think the purpose is to increase the helper; but I do not remember. It is pretty safe to say that that is the idea.

The CHAIRMAN. It is to increase the compensation of the helper?

Mr. TITTMAN. Yes, sir; if there is an increase in the item, it is intended for that.

The CHAIRMAN. There is an item of $500 for the purchase of materials and apparatus.

Mr. TITTMAN. Yes, sir. We spend that as closely as we can.

The CHAIRMAN. You are always within the limit, but almost to it.

Mr. TITTMAN. Yes, sir; not because we have not good use for it, but we need that, and can hardly get along with less.

The CHAIRMAN. The same occurs in the next item. Have you used that $475?

Mr. TITTMAN. Yes; as a rule, it has been used. That has been used for the purpose of defraying the expenses of a representative of the United States in the person of Professor Gould, of Cambridge, who recently died. That sum was originally larger.

Mr. TITTMAN. Would you allow me to say a word in regard to electrical standards, because it is a matter of importance. The office has kept the standards of weights and measures uniform throughout the country. The work has been done quickly, with a small appropriation. It is a matter of foresight. We are trying to provide for that which will arise—a demand for the comparison of electrical standards.

The CHAIRMAN. As to the organization of your division of weights and measures, what statute does it live under?

General DUFFIELD. The Revised Statutes prescribe weights and measures. It is not a part of the Coast Survey per se, but it has been assigned to the Coast Survey by the Secretary of the Treasury, because we had the appliances.

Mr. TITTMAN. I think it really rests upon the appropriation bill.

General DUFFIELD. There is a provision in the statute.

Mr. TITTMAN. It is in regard to the provision furnishing standards to the States, that the Secretary shall furnish to the various States standards the same as those adopted for the customs, and then the appropriation bill provided for the maintenance of standards, and has left the matter under the discretion of the Secretary of the Treasury, who has assigned it to the Superintendent of the Coast Survey, where it has been from 1830.

The CHAIRMAN. Have you, in any wise, broadened the labor of your office?

General DUFFIELD. No, sir.

The CHAIRMAN. You still confine yourself to that limited authority from the Secretary?

General DUFFIELD. Yes, sir.

DECEMBER 3, 1896.

OFFICE DIRECTOR OF THE MINT.

STATEMENT OF MR. R. E. PRESTON, DIRECTOR OF THE MINT.

The CHAIRMAN. I see in the first paragraph, after the words "one clerk of class 2," you insert, "who shall also be a stenographer."

Mr. PRESTON. Well, I want that out, as it embarrasses me.

The CHAIRMAN. Can we cut the estimates for your office force down at all?

Mr. PRESTON. I do not think it is safe to do it.

The CHAIRMAN. Under the item for freight on bullion and coin, etc., did you use that $20,000?

Mr. PRESTON. We only used it for that specific purpose.

The CHAIRMAN. Did you use the $20,000 for 1896?

Mr. PRESTON. Not quite.

The CHAIRMAN. How much, $16,000?

Mr. PRESTON. $16,000 or $17,000, I think.

The CHAIRMAN. Do you think you will use it for 1897?

Mr. PRESTON. I think we will.

UNITED STATES MINTS AND ASSAY OFFICE.

The CHAIRMAN. On page 82 you reduce the appropriation under the head of the "Mint at Carson" for 1897 to the extent of a bookkeeper. That officer you can dispense with, I understand.

Mr. PRESTON. Yes, sir; we can dispense with him.

The CHAIRMAN. Do you think you have reduced the item for incidental and contingent expenses as low as you can?

Mr. PRESTON. I think so, unless you reduce it to the basis of an assay office, which I recommended last year, and which I think the committee at one time agreed to.

The CHAIRMAN. That is as low as you can cut it?

Mr. PRESTON. Yes, sir; with our present force of officers.

Mr. HEMENWAY. What further reduction in expenses could be made there?

Mr. PRESTON. I think it should be placed simply upon the same basis as the Helena assay office. They do not have near as much business there as the office at Helena has.

Mr. HEMENWAY. That would make the expense just about the same as at Helena?

Mr. PRESTON. Just about the same.

The CHAIRMAN. On page 83 of the bill we see included in parenthesis, "until the mint and assay office at Denver shall become a coinage mint in accordance with law, the present mint shall be continued as an assay office, and the business now transacted at said mint shall be continued therein, and the appropriations heretofore and herein made shall be applicable to such mint." Has that become a coinage mint?

Mr. PRESTON. It can not until the new mint building is constructed.

The CHAIRMAN. Do you desire this to remain?

Mr. PRESTON. That should remain.

The CHAIRMAN. On page 84, under the head of incidental and contingent expenses, including wastage and loss on sales of sweepings, you ask the same for 1898 that you received for 1897. What is the meaning of the words "of operative officers," which are left out?

Mr. PRESTON. That means the coiner, melter, and refiner who handle the bullion.

The CHAIRMAN. Do you want those words dropped out?

Mr. PRESTON. Oh, no; I want that to remain.

The CHAIRMAN. Then you wish us to let the paragraph remain as it is in the current law?

Mr. PRESTON. Yes, sir.

MINT AT PHILADELPHIA.

The CHAIRMAN. On page 85, I see, under the head of incidental and contingent expenses, you increase that $200 for specimen coins and ores.

Mr. PRESTON. Yes, sir; which go into the cabinet.

The CHAIRMAN. I see the amount is the same, $65,000?

Mr. PRESTON. That is included in the $65,000. We are simply authorized to expend $500 instead of $300.

The CHAIRMAN. Then you do not increase the sum total?

Mr. PRESTON. No, sir. I want to say just now the superintendent of the mint at Philadelphia in a letter received from him yesterday morning asked that the appropriation for wages, etc., be increased to $290,000, and the appropriation for contingent expenses reduced to $55,000, and that is a reduction of $5,000 in the total amount.

The CHAIRMAN. That is purely administrative, and I presume we have no objection to that?

Mr. PRESTON. It is a saving of $5,000.

The CHAIRMAN. He wants the item for wages of $285,000 increased to $290,000, and he cuts down contingent expenses from $65,000 to $55,000?

Mr. PRESTON. Yes, sir.

The CHAIRMAN. Do you think it necessary that the item for specimen coins and ores be increased from $300 to $500?

Mr. PRESTON. I do, because we have missed this year some very valuable coins we would like to have in the cabinet to make the cabinet complete. It does not increase the appropriation at all, but just simply gives the authority.

MINT AT SAN FRANCISCO.

The CHAIRMAN. Under the item of the mint at San Francisco, Cal., can you give us a reduction?

Mr. PRESTON. No, sir.

The CHAIRMAN. You think you are running as close as you can?

Mr. PRESTON. Yes, sir.

The CHAIRMAN. What is your coinage at San Francisco; what metal?

Mr. PRESTON. Gold and silver.

The CHAIRMAN. But it is almost wholly gold?

Mr. PRESTON. The largest portion is gold. We coined 800,000 silver dollars last month and about $200,000 fractional silver and over $3,000,000 in gold. The coinage of the month before was over $4,500,000 in gold, that is in October.

The CHAIRMAN. And you have based it on the $170,000?

Mr. PRESTON. Yes, sir; that is just as close down as we can get.

MINT AT NEW ORLEANS.

The CHAIRMAN. Now turn to page 84, for the mint at New Orleans, La.; I see you ask for the same there?

Mr. PRESTON. I ask for the same.

The CHAIRMAN. Is that necessary?

Mr. PRESTON. I do not think it will be necessary, and I will tell you why. We have sufficient silver bullion on hand there now to coin silver dollars at the present rate of $600,000 per month until about the 1st of July next, and I do not think that we will be justified in keeping that mint open to coin the small amount of fractional silver that will be required. The deposit of gold there does not exceed $200,000 a year, principally of old jewelry and mutilated coins and some little deposits from Nicaragua.

The CHAIRMAN. Is there much jewelry?

Mr. PRESTON. There is a good deal of old jewelry, old plate, etc., that gets into all the mints.

The CHAIRMAN. Do you see your way clear to reduce that at all?

Mr. PRESTON. I think after the 1st of July it would have to be reduced; no one would be justified in keeping it open.

The CHAIRMAN. Then, why the necessity for the appropriation which has been running at this figure?

Mr. PRESTON. Simply because we have been coining there, as I say, the silver bullion purchased under the act of July 14, 1890, which will be exhausted by the 1st of July.

The CHAIRMAN. What have they expended in preceding years?

Mr. PRESTON. For 1895 the expenditures were less than they are now simply because we suspended the coinage of silver dollars and furloughed the force without pay. I had nothing for them to do, and simply furloughed them.

The CHAIRMAN. Will you expend the appropriation for the fiscal year of 1896?

Mr. PRESTON. Yes, sir; we will expend that for the balance of this year coining up the bullion we have on hand.

The CHAIRMAN. Would it be a safe thing to do to cut the appropriation for the next fiscal year from $74,000 down to $50,000?

Mr. PRESTON. I think so. I do not think there is any doubt about it.

The CHAIRMAN. Would that be ample?

Mr. PRESTON. Yes, sir; in fact, unless there is some additional coinage provided for, I think it should be reduced to the basis of an assay office.

The CHAIRMAN. You think $50,000 is low enough?

Mr. PRESTON. It is plenty low; it is ample.

Mr. HEMENWAY. Could it be made lower than that?

Mr. PRESTON. I think it can.

The CHAIRMAN. For incidentals I see you make it the same for 1898 as for 1897.

Mr. PRESTON. That can be reduced.
The CHAIRMAN. How much—half?
Mr. PRESTON. Yes, sir; half.
The CHAIRMAN. Then that will be ample, yet as low as you think you want to recommend?
Mr. PRESTON. I think so, unless you place it on the basis of an assay office like St. Louis.
Mr. HEMENWAY. Could not the $50,000 be decreased?
Mr. MCCALL. Would not the $50,000 cover wages and incidentals as well?
Mr. PRESTON. Yes, sir; I think it will after the 1st of July.
The CHAIRMAN. You think $50,000 would cover both items?
Mr. PRESTON. Certainly $60,000 would.
The CHAIRMAN. Will $50,000 cover wages of workmen and adjusters as well as incidental expenses?
Mr. PRESTON. Well, I think it will.
Mr. MCCALL. How should it be divided?
Mr. HEMENWAY. I have it $38,000 and $12,000.
Mr. PRESTON. That will be sufficient.

ASSAY OFFICE, BOISE, IDAHO.

The CHAIRMAN. Turn to page 87, for the assay office at Boise, Idaho. What about the incidental and contingent expenses, which were increased $500 in the House over the estimate?
Mr. PRESTON. We need that.
Mr. MCCALL. What was that $500 used for?
Mr. PRESTON. It was used to erect a fence around the building and partly for some paving outside in the street.
Mr. MCCALL. Was that sum available for that purpose?
M. PRESTON. Well, I think that was the understanding when it was appropriated.
Mr. MCCALL. I understand; but that thing was brought out in the discussion especially, and, as I remember now, the member first stated what he wanted was this, and afterwards he modified that statement so as to bring it within the provisions of the law, but it was expended for this purpose?
Mr. PRESTON. I think it was.
The CHAIRMAN. Do I understand that work has not been completed?
Mr. PRESTON. It has been completed.
Mr. MCCALL. Then why not reduce it back to what it was before?
Mr. PRESTON. The number of deposits is increasing and we have to buy additional supplies all the time. As our deposits increase our consumption of supplies is greater, and we have had to put in a heating apparatus this year and get an electric plant.
Mr. MCCALL. There is no deficiency in the appropriation?
Mr. PRESTON. No; there will not be on that account, but there will be a deficiency which I shall ask for, because I have had to renew the bullion and assay balances at an expense of about $900.
Mr. MCCALL. So I understand the work of the office has increased?
Mr. PRESTON. The number of small deposits has increased.
Mr. MCCALL. Does that increase the force?
Mr. PRESTON. I have not asked any increase in force, but the consumption of supplies, fuel, acids, etc., is greater.
Mr. MCCALL. The increased work increases the amount of incidental and contingent expenses?
Mr. PRESTON. Yes, sir.
Mr. MCCALL. So you think you should have this increase of $500.
Mr. PRESTON. Oh, yes, sir; we have had hard work to get along for the last three or four years.

ASSAY OFFICE, HELENA, MONT.

The CHAIRMAN. Now, in regard to the Helena, Mont., assay office. You ask for $1,000 more for wages of workmen than for the current year?
Mr. PRESTON. Yes, sir.
The CHAIRMAN. Has the work increased on a percentage to that extent?
Mr. PRESTON. Yes, sir. That office has been very economically managed and always has been.
Mr. HEMENWAY. I understand the mint at Carson, Nev., does not do as much work as the office here, and I see they are getting $10,000 more money. Now, it seems this ought to be reduced to an assay office on the recommendation of the Director of the Mint, and I suggest to the chairman that he enter more fully upon the record the

reasons why it should be reduced. Mr. Preston, your judgment is that this mint at Carson, Nev., should be simply an assay office?

Mr. PRESTON. Oh, yes.

Mr. HEMENWAY. With the same organization?

Mr. PRESTON. I think we can get on with a less organization, because in the winter time the deposits at Carson average about one a day; not more, certainly, for two or three months, and it is simply a waste of money to keep it open. It is only 300 miles from San Francisco, anyway.

The CHAIRMAN. I have not had an opportunity to examine your annual report. Do you make any suggestions with reference to the mint at Carson, Nev.; its conversion into an assay office and its elimination as a mint?

Mr. PRESTON. I have not.

The CHAIRMAN. Do you make any special reference in regard to the mint at New Orleans?

Mr. PRESTON. I do not. I have not submitted my report——

The CHAIRMAN. Will you, for the use of the committee, give us a report on each of these mints and your suggestions at the earliest possible date?

Mr. PRESTON. I will do so.

The CHAIRMAN. And in your letter will you, in connection with the New Orleans and Carson, Nev., mints, tell us if you recommend they both should be assay offices and specify just exactly the detailed reduction you can effect?

Mr. PRESTON. Yes, sir.

Mr. MCCALL. I want to ask you in regard to the mintage. How many silver dollars have been coined since last July in the respective mints?

Mr. PRESTON. New Orleans has coined $600,000 every month except in July. In all I should say it amounts to something between $8,000,000 and $9,000,000.

Mr. MCCALL. That has been coined from the bullion in the vaults of the Government?

Mr. PRESTON. Yes, sir; bullion purchased under the act of 1890.

Mr. MCCALL. How much more of that bullion is to be coined?

Mr. PRESTON. We have 123,500,000 fine ounces on hand, the most of which is at Philadelphia—112,000,000 ounces are at Philadelphia.

Mr. MCCALL. Have you a statement of all those matters?

Mr. PRESTON. Yes, sir; I will send you a copy.

TREASURY DEPARTMENT, BUREAU OF THE MINT,
Washington, D. C., December 7, 1896.

SIR: In compliance with your verbal request, I have the honor to submit the following in reference to the continuance of coinage operations at the mints at Carson City, Nev., and New Orleans, La.

The following table exhibits the value of gold and silver bullion deposited at these institutions during the fiscal years 1895 and 1896:

MINT AT NEW ORLEANS.

Fiscal year.	Gold.		Silver.	
	Standard ounces.	Value.	Standard ounces.	Value.
June 30, 1895	12,770.124	$237,583.70	851,848.70	*a* $991,242.12
June 30, 1896	11,349.246	211,148.76	1,147,693.91	*b* 1,335,498.37

MINT AT CARSON.

June 30, 1895	56,846.482	$1,057,608.97	517,716.49	$602,433.73
June 30, 1896	25,765.424	479,356.73	49,380.49	57,460.93

a Includes $986,056.03 coining value of silver coins transferred from Treasury.
b Includes $1,315,798.23 coining value of silver coins transferred from Treasury.

Of the total amount of silver deposited at New Orleans during the year mentioned, $2,326,740.49 was worn and uncurrent silver coins transferred from the Treasury for recoinage. From the foregoing statement it will readily be seen that the deposits of gold and silver bullion at the mint at New Orleans are not sufficient to keep the same constantly occupied.

At the present rate of coinage of silver dollars ($600,000 per month) at New Orleans, here is sufficient bullion on hand, purchased under the act of July 14, 1890, to last or a period of about eight months, so that after that date the only supply of bullion

that would be available would be the amount resulting from worn and uncurrent subsidiary silver coins transferred for recoinage.

I would respectfully recommend, therefore, that the New Orleans mint either be reduced to the condition of an assay office and the same appropriation made for it as for the mint at Denver, Colo., or the assay office at Helena, Mont., or that the appropriation for wages of workmen be limited to $40,000, and of contingent expenses to $10,000.

There is not sufficient bullion deposited at the mint at Carson to justify its being kept open as a coinage mint, and it should be made an assay office. I would respectfully suggest that an assayer in charge be provided for at a compensation of $2,500, an assistant assayer at $1,500, a melter at $2,000, one clerk at $1,500. Wages of workmen, $10,000, and contingent expenses, $3,000.

I inclose herewith table showing the number of fine ounces, cost, and coining value of silver bullion purchased under the act of July 14, 1890, on hand at the respective mints December 1, 1896.

Respectfully, yours,

R. E. PRESTON,
Director of the Mint.

Hon. H. H. BINGHAM,
Committee on Appropriations, House of Representatives.

Silver bullion purchased under act of July 14, 1890, with cost and coinage value of same, on hand at each mint December 1, 1896.

Mint.	Fine ounces.	Cost.	Coining value.
Philadelphia	111,953,888.68	$101,332,239.67	$144,748,462.15
San Francisco	7,351,298.32	6,582,590.21	9,504,708.95
New Orleans	3,707,734.89	3,183,728.85	4,793,839.03
Carson	567,981.47	454,710.95	734,359.87
Total	123,580,903.36	111,553,269.68	159,781,370.00

The CHAIRMAN. Is the coinage to-day made from the seigniorage bullion?

Mr. PRESTON. It is made from the bullion purchased under the act of 1890. Of course all bullion is carried on the books of the Treasury at cost, and we simply declare the seigniorage on each month's coinage.

The CHAIRMAN. Does the bullion bought under the act of 1890 now in the Treasury cover the seigniorage?

Mr. PRESTON. The bullion is carried at cost on our books, and we only declare the seigniorage as we coin the bullion and pay it into the Treasury at the end of each month.

The CHAIRMAN. In your opinion this bullion will be coined by July, 1898?

Mr. PRESTON. All the bullion which the mint at New Orleans has; but it will take five or six years to coin what is at Philadelphia, even running at sixteen hours a day.

DECEMBER 3, 1896.

OFFICES OF SURVEYORS-GENERAL.

STATEMENTS OF MR. S. W. LAMOREUX, COMMISSIONER OF THE GENERAL LAND OFFICE, AND MR. WILLIAM C. BRALY, CHIEF OF ACCOUNTS DIVISION.

The CHAIRMAN. We will not go into details unless you desire to call attention to some one of the offices. Your increase in the aggregate is about $14,000 for the next fiscal year over the present fiscal year, and the present fiscal year is increased about $9,000 over the last year in this item for surveyors-general and their clerks. Is it not possible to run these offices on the same basis you are running now?

Mr. LAMOREUX. These estimates are made first by the offices themselves.

The CHAIRMAN. That I understand.

Mr. LAMOREUX. Then by a computation in the office, and I will show you the reason why it has to be more. The appropriation heretofore for surveying was $250,000. The appropriation for last year was $325,000 for surveys, so it would necessarily create a larger expense in the offices for surveying $325,000 worth of land

than it would for $250,000 worth of land, the appropriation for surveys being larger last year than they were before, and that would naturally necessitate a larger expense in clerical work in the offices.

The CHAIRMAN. When you say in the offices, you mean in the respective offices in the different States and Territories?

Mr. LAMOREUX. Yes. Three hundred and twenty-five thousand dollars was appropriated for public surveys. That is apportioned to the different States according to the amount of surveying desirable in those States. Of course, having a larger appropriation than in the preceding year necessitates a larger amount of office work, and of course more expense.

Mr. BRALY. You might call particular attention to the office of the surveyor-general in Montana.

The CHAIRMAN. That is your largest increase?

Mr. BRALY. I think so, yes. We had $13,000 last year and we estimate for $17,000 this year. Now, there was apportioned to Montana, if I remember, about $27,000 of the regular appropriation of $325,000, and in addition to that Montana was given $30,000 from the special appropriation of $100,000 for surveys within railroad grants. And that will necessitate a largely increased amount of clerical work.

Mr. MCCALL. The purpose is to increase the force in these offices?

Mr. BRALY. Some of them; not all of them?

Mr. MCCALL. Where this work has increased by reason of increased surveying, you propose to increase the force in the offices?

Mr. LAMOREUX. Yes, sir.

Mr. MCCALL. This is to meet the expenses of that purpose largely?

Mr. LAMOREUX. Yes.

Mr. MCCALL. Are you asking $325,000 for surveying this year?

Mr. LAMOREUX. Yes, sir.

Mr. MCCALL. Will not that necessitate a continued increase of the force in these offices?

Mr. LAMOREUX. Yes, somewhat; and not only that, a great deal of this office work is done where the office eventually receives the money back.

Mr. MCCALL. The men who do the surveying are not in the field the year round?

Mr. LAMOREUX. All surveying is done by contract. A contract is let by the surveyor-general and approved by the General Land Office under the statute, so much per linear mile of exterior boundaries and subdivision lines. They are called deputy surveyors—a misnomer—in fact they are merely the surveyors who contract with the Government under the statutes to survey so many townships at the statutory price, which fixes the price per mile. They go and make the survey, file their plats and field notes in the surveyor-general's office, where duplicate maps have to be made and the field notes have to be passed upon. Then an examiner is sent in the field by the general office to see if the work has been properly done and verify it. Their notes are sent to the surveyor-general and General Land Office, and most of that work has to be performed in the surveyor-general's office in the States. Then the account is finally sent back after the surveying is done, and duplicates returned from the surveyor-general's office to the General Land Office and the certificate approved, and it goes to the Treasury for payment. It becomes an individual matter between the Government and the surveyor, who is termed the deputy surveyor or contractor with the Government for the surveying. All surveying is done under contract except in the Indian Territory.

Mr. MCCALL. Is this work in the Land Office currently up?

Mr. LAMOREUX. Well, as near so as you can keep it. During the summer months all surveying is done. In the Western country very little surveying can be done in the winter, and returns are made in the fall to the surveyor-general's office and a large amount of clerical work is performed in the winter in those offices.

Mr. MCCALL. If the work is currently up in the offices what is the necessity of an increased force?

Mr. LAMOREUX. You have to keep up in order to keep the work current. When I went into the General Land Office it took a man, after he made his contract, two or three years to get it paid. I do not think that is a proper way for the Government to do business. I think when a man has performed his terms of the contract, his contract should be examined and he should be paid as rapidly as the public business can be transacted.

Mr. MCCALL. I agree with you, but I understand the work is currently up now?

Mr. LAMOREUX. For instance up to the last few months during the summer we examined all contracts for the year before, or most of them—all that could be examined by our examiners. We have 13 examiners, I think, but now in the winter of course it would take until next July to have all those contracts examined in the States where the work has been done during the summer. We limit a contract to $5,000 to one individual, and that has expedited matters very much. Years ago a contractor used to take $100,000 worth of work in one contract. He would plod on year

after year with such a contract. When I became familiar with the matter I limited the contract with each individual to $5,000, thinking that was about all he could do in one season, and I find it expedited matters very much.

The CHAIRMAN. I find your notes, which are in the book of estimates, cover in detail each one of these offices. Now, is there anything in addition you desire to submit to us?

Mr. LAMOREUX. No, sir; I merely wish to say these estimates which come to you are less than estimated by me. The Secretary cut these down in a great many instances. I made the same recommendations I have made year after year since I have been in the office. I merely wish to place myself upon record, so that if there is not enough appropriated it will have been shown that I acted consistently with my acts heretofore. I shall remain but a few months longer, and I want to say I desire to act as fairly to my successor as I would to myself.

Mr. BRALY. I will say the original estimate was $21,000 for Montana instead of $13,000.

Mr. LAMOREUX. Speaking of the work being current, I will say the surveyor-general of Montana claims an increased service under the $100,000 appropriation for railroad grants, and says it has now placed in his office a large amount of work which it is impossible for him to perform with the present force of his office.

The CHAIRMAN. On pages 121, 122, and 123, the paragraphs of the bill covering the General Land Office, your estimate for 1898 runs the same as the appropriation for 1897?

Mr. LAMOREUX. Yes, sir.

The CHAIRMAN. There is a general necessity. I may put it, as well as a desire on the part of the committee, to effect reductions wherever it is possible to make them without an impairment of the service. Have you no recommendation to submit whereby in your present organization there can be a reduction?

Mr. LAMOREUX. No, sir. You recollect this matter was fully gone into. In the first place, in 1893, there was a reduction of the force of the office of 69 clerks. We found the reduction was larger than should have been made. In what was known as the Dockery bill the matter was fully gone over and they gave back 20 of those clerks, and in order to keep the work of the General Land Office current I do not think there should be any reduction of the force in that office. The work is current now in most of the divisions. Of course such divisions as the railroad division, which has ninety some odd millions of acres of land yet to adjust of railroad grants, such as the swamp-land division, which has millions of acres to adjust in the swamp-land grants, the school-land division, which has school lands there unsurveyed, and which have not yet been adjusted, I think it would be a great detriment to the public service to reduce the force any. When I went in there about four years ago it was thought the force could be reduced, but there was no foundation for it. We have only about 400 clerks in that office and the amount of work done there by those clerks will compare with any Department of the Government.

The CHAIRMAN. Have you any force of detailed clerks from other Bureaus of the Government?

Mr. LAMOREUX. Not at present. When the office at Grayling, Mich., was burned and the office in Arkansas was burned, with all the records, the Secretary very kindly detailed a number of clerks for the work of the reproduction of those records. In one office we had to reproduce seventy odd volumes of about 600 pages to the volume which required, of course, a great deal of work. In the Arkansas office it was less.

The CHAIRMAN. You regard your office as substantially up with its work?

Mr. LAMOREUX. Yes, sir; practically up. In the land division, four weeks from the time a man makes proof he gets his patent, which I think the Government should do. A man out on a farm in one of the Western States wants to borrow a little money to get along, and if he has to wait two or three years for a patent he does not feel very kindly to the Government, and I think the Government should put itself in the position to comply with their part of the contract if he complies with the law. I will say we have paid into the United States Treasury in the last year $315,000. All fees from people acquiring land under the homestead laws, or whatever else they have to pay fees for, goes to reimburse the Government for the officers employed. In the last year the fees paid all of the salaries and all expenses of the local land offices, and there was an excess of over $150,000 which went into the United States Treasury. There was $313,000 paid——

The CHAIRMAN. And there was a clear revenue to the Government of about $300,000?

Mr. LAMOREUX. There was a net revenue of about $150,000. Of course, in regard to these offices, the original intention of the Government was they should be self-sustaining.

The CHAIRMAN. I understand that.

Mr. LAMOREUX. When the Government is not put to any expense, I think the Government should give all the facilities to those people who are paying their money into the Treasury to have that business expedited as fast as possible.

Mr. McCALL. Do I understand the General Land Office is a self-sustaining institution?

Mr. LAMOREUX. I am speaking of the local land offices.

Mr. McCALL. And not the General Land Office?

Mr. LAMOREUX. No, sir; there was something over a million dollars paid into the Treasury from the sale of lands.

Now there is one thing more. The Treasury has made a ruling, which Mr. Braly will explain. He is chief of the accounts division, and understands the matter in detail better than I do.

Mr. BRALY. We have just been talking about clerk hire in the offices of the surveyors-general. Now that appropriation has heretofore been construed as applicable to office work on surveys on public lands. In addition to that there are surveys of Indian lands and private land claims and some other things for which special appropriation has been made, and heretofore the office work, the clerical work on these Indian surveys and other special surveys have been paid from that appropriation, thereby increasing by that amount the appropriation for clerical service in that office. Now, the Auditor the other day decided we could not use these other appropriations for that purpose.

The CHAIRMAN. That is the appropriation in this bill under the head of surveyors-general and their clerks?

Mr. BRALY. That we could not go beyond that—that we could only use as it is appropriated there.

The CHAIRMAN. For the purposes specified?

Mr. BRALY. Yes, sir. If that be true it operates to curtail our appropriation to that extent, and instead of paying for these Indian surveys from a special appropriation for surveying land, we must pay it out of this appropriation.

Mr. LAMOREUX. And that is a new departure.

The CHAIRMAN. Is that appropriation in the Indian bill?

Mr. BRALY. Yes, sir. We state those accounts and transmit them to the Commissioner of Indian Affairs, and through that route they go to the Treasury Department.

Mr. LAMOREUX. That practice has been for years, that we could use the appropriation in the Indian bill and for private land claims for the purpose of paying those expenses, but a few days ago the Auditor decided otherwise.

The CHAIRMAN. These surveys, I understand, for which this appropriation pays, are done under contract?

Mr. LAMOREUX. Yes, sir.

The CHAIRMAN. Now, is not the Indian land survey done under the Geological Survey?

Mr. LAMOREUX. No, sir; only in the Indian Territory. That was by a special act of Congress three years ago. All of the Indian surveys are done under the direction of the General Land Office. But payment is made and the accounts, etc., go through the Indian department just as it has been done heretofore. We have transmitted the accounts to the Indian department. And the survey of the Indian lands, etc., has been paid out of this appropriation, which I have no doubt was the intention of Congress.

The CHAIRMAN. The appropriation in the Indian bill is simply for surveys in the Indian Territory, which is done under the Geological Survey?

Mr. LAMOREUX. There are appropriations in the Indian bill for different surveys. For instance, there is an appropriation for the Red Lake survey in Minnesota. There is an appropriation for different reservations in Washington, Idaho, Colorado, etc. We have always utilized those appropriations for paying all of these surveys, not only paying for the survey, but when it went to the surveyor-general's office the clerks who worked upon that work were charged up on this Indian appropriation and were paid out of that appropriation for the surveys. Now they hold——

The CHAIRMAN. When was that ruling made?

Mr. LAMOREUX. Two or three weeks ago.

Mr. BRALY. November 25—just a few days ago. I have his letter here and I will send you a copy.

The CHAIRMAN. If that is true should not the appropriation in the Indian bill be that much reduced?

Mr. BRALY. It ought to be by that amount.

Mr. LAMOREUX. It either should be reduced or a provision put in the Indian bill making it so plain that it could not be misunderstood.

The CHAIRMAN. When you send us that ruling to-morrow, send at the same time your recommendation or suggestion as to the legislation that will cover the ruling of the Auditor.

Mr. LAMOREUX. I will be very glad to do so.

The CHAIRMAN. Are there any further statements you desire to make, gentlemen?

Mr. LAMOREUX. No, sir.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., December 4, 1896.

SIR: In reply to your verbal request, I have the honor to inclose herewith copy of a letter from the Auditor for the Interior Department, dated November 25, 1896, relative to the payment of salaries of clerks employed in the offices of United States surveyors-general from appropriations other than that specifically provided by Congress for such service. In this connection I have to state that it has been the practice in the offices of the surveyors-general in the execution of the office work connected with the surveys of Indian lands to pay the salaries of clerks while engaged upon such work from the appropriations made by Congress for the survey of such Indian lands, and not from the regular appropriation for clerk hire in their offices.

The cost of the office work, as well as the cost of the work in the field in connection with such surveys, is an expense to be borne by the Indians under the several treaties providing for the sale of their lands. This office and the Indian Bureau has heretofore approved accounts for such office work for payment from said appropriations, and such payments have, until recently, been unquestioned by the Treasury Department. In view of the rule now laid down by the Auditor, I respectfully suggest that a clause be inserted in the bill making appropriation for the survey of Indian lands providing that such appropriation shall be available for payment of the office work as well as for the field work connected with such surveys.

Very respectfully,

S. W. LAMOREUX, *Commissioner.*

The CHAIRMAN SUBCOMMITTEE ON APPROPRIATIONS,
House of Representatives.

TREASURY DEPARTMENT,
OFFICE OF AUDITOR FOR THE INTERIOR DEPARTMENT,
Washington, D. C., November 25, 1896.

SIR: I have received your letter M of 2d instant, transmitting to this office a list of the number of clerks and the salaries to be paid to them authorized by you in the several offices of United States surveyors-general for the current fiscal year under the provisions of section 2226, Revised Statutes, and the specific appropriations made for same by the legislative act of May 28, 1896 (see Digest of Appropriations, 1897, p. 236). Also your letter M of the 13th instant, in reply to mine of 10th instant, calling your attention to the authorization given for the employment of clerks in certain surveyors-general's offices in excess of the specific appropriations made for same.

I now have the honor to invite your attention to the decision of the Comptroller of the Treasury, dated August 14, 1896, that "The appropriations made for the offices of surveyors-general include all expenses for clerk hire, etc., and no part of another appropriation for surveying can be used for the office work connected with such surveys." (Vol. 3, part 1, Decisions of the Comptroller, etc., July 1 to Sept. 30, 1896, p. 83.)

In the above-mentioned list of clerks I note the following expenditures authorized by you for clerk hire in such offices in excess of the specific appropriations made for same which do not appear to be warranted by law in view of the above decision of the Comptroller and of the limitations and prohibitions imposed by law:

Office of surveyor-general of Minnesota, appropriation for salaries of clerks, 1897, $2,000; clerks authorized, 1 at $1,550 and 1 at $800; total, $2,350, the $800 salary reported as payable partly from salaries and partly from Indian appropriation. I do not know of any Indian appropriation which provides or is available for the payment of the salary of a clerk in this office, nor do I find any law authorizing the payment of a salary to a clerk in excess of the specific appropriation made for such salary, such excess salary to be paid from another special surveying appropriation. Such a payment would be an additional allowance for the services of a clerk and is expressly prohibited by sections 1764 and 1765, Revised Statutes. Appropriations can not lawfully be doubled up and thus used to provide an increase in the number or the compensation of "classified clerks" specifically appropriated for by law. (Section 3678, Rev. Stat.)

Office of the surveyor-general of Montana, appropriation for salaries of clerks, 1897, $11,000. Clerks authorized, 8, at salaries which aggregate $11,360, or $360 in excess of the specific appropriation made for clerks' salaries in this office. In regard to this authorization you say in your letter of 13th instant: "While the total allowance of the salaries for these clerks is apparently in excess of the appropriation, it is not the intention of this office nor of the surveyor-general to exceed this appropriation, but to transfer the clerks to other work as the needs of the service may require, and to pay them for such work from the proper funds, rather than have an outside party temporarily employed. For instance, the survey of the boundary of

the ceded portion of the Fort Belknap Indian Reservation has been completed, and there must necessarily be some office work done and paid for from the special appropriation made for that survey (Act June 10, 1896, p. 353, U. S. Statutes)."

This is in effect additional compensation or pay for regular authorized clerks employed on regular and legitimate office work, and it is prohibited by law even if there were any other appropriation available for its payment, which I do not find to be the case. The clerical force provided for by law in these offices is for all office work on all classes of surveys, including Indian surveys (Section 2115, Revised Statutes) which the law makes it the duty of the surveyor-general to supervise, plat, and record, unless there is special provision of law for additional clerks to be employed on special work. (See Comptroller's decision.)

Office of the surveyor-general of New Mexico: Two clerks, at $1,200, $2,400, and 1 at $1,000, authorized in excess of the regular appropriation for such services payable from the appropriation for "surveying private land claims, 1897," Digest, 241. This appropriation is made to carry into effect the provisions of the act of March 3, 1891 (26 Stat. L , 854), amended by act of February 21, 1893 (27 Stat. L., 470). Such clerks have for the past two years been authorized, employed, and paid in that office, but in view of the Comptroller's decision disbursements made for such services do not appear to be warranted by law, and can not hereafter be credited by this office.

Office of the surveyor-general of South Dakota: Two clerks, at $3 per day, payable from "Indian allotments," Digest, 269. These clerks are authorized in excess of the regular force appropriated for, and I do not find that their employment is provided for by law.

Office of the surveyor-general of Washington: Clerks authorized in excess of the regular appropriation—One at $4 per day and 2 at $3 per day, reported as payable from "Indian appropriation," but which is not stated. These special clerks do not appear to be provided for by law.

As the within enumerated disbursements have been authorized and reported to me by you, I have thought it but right to call your attention to the objections to the same, so that the matter may be submitted to and be decided by the Comptroller before other disbursements on account of same which do not appear to be warranted by law are made by surveyors-general.

The matter of the authorization, employment, and compensation of special clerks employed on "mineral surveys" in the offices of surveyors-general and paid from voluntary special deposits made for such specific purpose by applicants for mineral claims, has always been considered and appears to be entirely a matter of Interior Department and General Land Office regulations, limited only by recent civil-service regulations made under the Presidential order of last May, that such special clerks are in the "classified service" and their appointment and promotion subject to civil-service regulations. The decision of the Comptroller in relation to clerk hire in offices of surveyors-general does not appear to have any bearing or effect upon mineral clerks, as they are not employed or paid under any specific provision of law nor any appropriation made by Congress.

The fund from which they are paid is made up of voluntary deposits by mineral claimants for the office work on specific mineral surveys which they have had made under the provisions of section 2334, Revised Statutes. These deposits are made solely under Interior Department authority and regulations, and they constitute a trust fund deposited with and held by the United States Treasurer to be used and expended by surveyors-general under Department and General Land Office regulations for the specific purposes for which the deposits were made.

Clerks thus employed and paid are entirely separate from, and have no legal connection with, the regular office force of clerks employed and paid under specific provisions of law, and while the regular clerks can lawfully and properly be employed and used on any work in the office I am not aware of any legal or moral authority or right for a surveyor-general to use "mineral clerks" on any other work in his office.

Respectfully, yours,

SAM'L BLACKWELL, *Auditor.*

The COMMISSIONER OF THE GENERAL LAND OFFICE.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., December 4, 1896.

SIR: Referring to my statement before your committee on yesterday, and in further explanation of the estimate submitted for contingent expenses of offices of surveyors-general, I inclose herewith a statement showing the amounts expended for clerk hire from "Deposits by individuals" to cover the cost of work performed in the offices of surveyors-general on mineral surveys during the fiscal year 1896. The force of clerks

employed on the execution of such work and paid for from said fund necessarily increases the cost of running said office, as more room must be provided in said offices for the accommodation of clerks so engaged, as well as more fuel and light. Such additional expense, for rent, fuel, and light, instead of being borne by the mineral claimants, must, under a decision of the honorable Comptroller of the Treasury, be borne by the United States and paid for out of the appropriation made for the contingent expenses of the offices of surveyors-general. This increased expense does not appear from statements heretofore submitted.

Very respectfully,

S. W. LAMOREUX,
Commissioner.

The CHAIRMAN SUBCOMMITTEE ON APPROPRIATIONS,
House of Representatives.

Amounts expended for clerk hire from "Deposits by individuals" in the offices of surveyors-general during the fiscal year 1896.

Arizona	$1,316.00	New Mexico	$2,427.30
California	7,199.54	Oregon	1,468.10
Colorado	55,199.50	South Dakota	3,097.00
Idaho	3,523.38	Utah	8,518.75
Montana	9,493.50	Washington	940.00
Nevada	3,255.00	Wyoming	531.23

DECEMBER 3, 1896.

DEPARTMENT OF THE INTERIOR.

OFFICE OF THE SECRETARY.

STATEMENTS OF MR. E. WOMACK, CHIEF CLERK OF THE INTERIOR DEPARTMENT, AND MR. GEORGE W. EVANS, CHIEF OF DISBURSING DIVISION.

The CHAIRMAN. On page 116 there is a parenthesis beginning on the third line from the bottom:

"To enable the Secretary of the Interior to employ laborers in the work of distributing the reports of the Eleventh Census, $3,960, to be immediately available."

I understand you are asking for a continuance of that appropriation in the subsequent language, which is printed in italics?

Mr. WOMACK. Yes, sir.

The CHAIRMAN. Why?

Mr. WOMACK. Because it will not be sufficient to complete the distribution of the Eleventh Census reports.

The CHAIRMAN. When we made this appropriation my recollection is it was distinctly stated that if we made this immediately available and gave the Department that additional allowance that it would be completed in the fiscal year; that in nowise was it to be considered a continuing or permanent force.

Mr. WOMACK. That is true. That was the estimate of the document clerk. It was just simply his judgment in the matter which was relied upon. You see, the last Congress abolished the office of superintendent of documents in the Interior Department, created the same office and put it under the jurisdiction of the Public Printer, and continued in force a document clerk, and it is his duty to superintend the distribution of the Eleventh Census reports; and that was his estimate, sir, that that amount of money would complete the distribution of the Eleventh Census reports.

The CHAIRMAN. But it has not?

Mr. WOMACK. It has not.

Mr. MCCALL. Is it probable the distribution will be completed by the time we take the next census?

Mr. WOMACK. Well, I do not know, sir, about that unless I knew the time the next would begin.

Mr. EVANS. I might add right there—in the distribution of these documents of course there has been considerable delay in getting those reports from the Public Printer. They have not all been completed, but with the force of six laborers if they had the work all ready for distribution they could complete it in the next eight or ten months, as they distribute this work as they get it in from the Public Printer.

Now these six laborers are estimated for by the Department another fiscal year, but it is an open question and we can not say positively they will be required for the whole fiscal year, depending upon how fast the work is sent in from the Public Printer, and it certainly can not last more than twelve months, if that long.

Mr. McCALL. But you have seven more months of this year to run?

Mr. EVANS. Yes, sir; but the Public Printer has not sent in the books of the Eleventh Census as rapidly as the Department looked for, but it is not intended to be a continuous appropriation, and it certainly could not go for the balance of the next fiscal year. We have no use for them after we get through with that work, and that work can not go over a year.

The CHAIRMAN. Did either of you draft this proposed amendment?

Mr. WOMACK. No, sir; I did not.

The CHAIRMAN. You observe it includes new language, "Six laborers, packing and distributing census reports and other official documents, $3,960." It is entirely a new line of labor for this temporary additional force?

Mr. EVANS. Of course other documents are sent out from the Interior Department during the present year—the Secretary's report and other things which come in of course to that same division for distribution. There is the Secretary's annual report and bureau officers' reports and census reports. Of course they are all distributed from that document division by that force.

Mr. McCALL. Is it intended under this appropriation, after the Census has been distributed, that these men will be continued the balance of the fiscal year in the work of distributing other documents?

Mr. EVANS. The distribution of other documents, of course, is a minor affair there in connection with it. They could be distributed by the regular laboring force, but as long as they are there doing that work they do the other; but it would not mean it is to be continuous at all.

Mr. McCALL. Can not these men, when they are not actually engaged in distributing the census reports, be put to distributing other documents as well?

Mr. EVANS. Yes, sir; that is what they are doing now—filling up the gap in time by distributing others.

Mr. WOMACK. I can have an estimate made for the committee showing very approximately how long it will take to finish the distribution, how many they are getting in now, and how long it will take to complete that.

The CHAIRMAN. You may do that and send it to the committee so it may be made a part of your remarks; at the same time I will ask you to communicate with the Public Printer asking him to give you official information as to when the various publications of the Eleventh Census not yet received by you will be completed.

Mr. WOMACK. Yes, sir; that information of course will be necessary in order to determine in what time it will be completed.

The CHAIRMAN. Will you send that to us to-morrow?

Mr. WOMACK. Yes, sir.

The CHAIRMAN. Now, turn to page 138 of the bill to the item of contingent expenses in the office of the Secretary. You eliminate there the words "including the Civil Service Commission."

Mr. WOMACK. Yes, sir.

The CHAIRMAN. And you reduce your estimate for 1898 $2,500 from the appropriation of 1897, and in the item for stationery for the Department of the Interior you eliminate the words "the Civil Service Commission and" and reduce your estimate for 1898 $2,500 less than the appropriation for 1897?

Mr. WOMACK. Well, owing to the fact that the work we have to do for the Civil Service Commission that is a draft upon those two appropriations is all the time increasing, and has been recently, we could not make any intelligent estimate about it, and, upon the suggestion of the Secretary of the Interior—indeed, I made the suggestion myself—that the Civil Service Commission make out a separate estimate for this; and those two appropriations were reduced by as much as the Civil Service Commission work had drawn upon them for this year.

The CHAIRMAN. In other words, you desire to eliminate from your estimates all appropriations covering the Civil Service Commission and allow them to estimate for it in their estimate?

Mr. WOMACK. Yes, sir.

The CHAIRMAN. That, you know, of course, will require a change in the law?

Mr. WOMACK. Yes, sir.

The CHAIRMAN. The law distinctly gives that to the Interior Department?

Mr. WOMACK. Yes, sir; unless the law is changed, as a matter of course those two appropriations ought not to be reduced.

The CHAIRMAN. We heard virtually your statement from the Civil Service Commissioners. In what respect would the service be benefited by the transfer of those two appropriations to the Civil Service Commission?

Mr. WOMACK. In no respect except this, that the last civil-service regulations or order from the President has been continually increasing the work of the Civil Service Commission, and the Secretary thought, and so did I, that we could not make an intelligent estimate of how much ought to be appropriated for in this bill to cover the work to be done by the Civil Service Commission in the next fiscal year, inasmuch as the work is increasing all the time. If you turn to rent of buildings for the Department, you will see we have also taken out of the estimate for rent of buildings for the use of the Department of the Interior that appropriation of $4,000 for the rent of buildings for the Civil Service Commission, and they have also included it in their estimate. You will notice that the estimate for the rent of buildings for the Interior Department has been reduced.

The CHAIRMAN. Therefore if we allow the Civil Service Commission authority to rent to the extent of $4,000 it reduces your estimate $4,000, and if we disallow that, because it is a radical change of law, we must increase your item of appropriation $4,000?

Mr. EVANS. Yes, sir; you will have to go back and add it to the estimates and make it stand as the current year; in fact, in all three of those appropriations.

Mr. MCCALL. I see on page 138 you have inserted the word "horses." Have you heretofore been buying horses under this appropriation?

Mr. WOMACK. Yes, sir; whenever we have to buy a horse; you understand, we have to keep ten horses.

Mr. MCCALL. Heretofore this word has not been in the appropriation act and you have been using this fund for that purpose without a specific appropriation?

Mr. WOMACK. Yes, sir.

The CHAIRMAN. That has been approved by the Auditor and Comptroller?

Mr. WOMACK. Oh, yes, sir.

Mr. EVANS. The Secretary desired that in making up items of appropriation for contingent expenses that we should enumerate as many articles as possible that have not been in the estimates heretofore, and therefore we put in the word "horses." Heretofore driving and wagon horses, etc , have been paid for out of the contingent expenses of the Department in the absence of any other appropriation.

Mr. MCCALL. It came under the head, "and other absolutely necessary expenses?"

Mr. WOMACK. Yes, sir; a horse dies or becomes disabled and it becomes necessary to get one at once.

Secretary Francis asked me to present his compliments to the committee and say that he intended to come this morning, but he was busy getting out his report, and if the committee wished him to come he would come up to-morrow.

Mr. EVANS. The Secretary desires me to submit that letter to you and call your attention to one item of the salaries of the Secretary's office. It does not increase or decrease the appropriation, but just changes the status of the board of pension appeals, and he makes that recommendation in regard to it.

The CHAIRMAN. We will make the letter of the Secretary a part of the record of this morning.

DEPARTMENT OF THE INTERIOR,
Washington, December 3, 1896.

SIR: I have the honor to suggest the following change in the "estimates of appropriations" for the Interior Department for the fiscal year ending June 30, 1898, viz:

Strike out of the estimate for expenses of the office of the Secretary of the Interior "nine members of a board of pension appeals, at $2,000 each," and "four clerks, at $2,000 each," and insert in lieu thereof "thirteen appeal attorneys, at $2,000 each," one of whom shall be a chief of division.

My reason for proposing this change is that a new division has been organized in my office, known as the division of pension affairs, which has absorbed into itself all the establishment hitherto known as the board of pension appeals.

This division is intended to draw to itself substantially all the affairs of the Pension Bureau that naturally come before this Department, so as to bring the Bureau and my office into a closer touch, in the interest of the public service, and to secure greater efficiency in the dispatch of public business.

While such a change in the form of appropriation will not increase the expenditure of public money, it will result in bringing the work into harmony with the plan on which the new division was organized.

I may add that the division referred to is now in successful operation, and the results of its formation already seem to justify the wisdom of such a change.

A similar request was made by my predecessor on the 12th of last March, but, I am advised, at so late a date that it was not practicable to have the change made, and that it was intended to cause the estimates of the Department for the coming year to be made out in conformity with this request, but in some way it was overlooked.

I invite your attention to the fact that this change would in no way interfere

with a full and ample discharge of all the duties which the law has heretofore cast upon those persons in my office engaged upon appeal work from the Pension Bureau; on the contrary, as before stated, it would result in bringing the work into harmony with the plan on which the new division was organized.

Very respectfully,

D. R. FRANCIS, *Secretary.*

The CHAIRMAN OF THE COMMITTEE ON APPROPRIATIONS,
House of Representatives.

DEPARTMENT OF THE INTERIOR,
Washington, December 4, 1896.

SIR: The accompanying letter from the Secretary of the Interior, will explain the item in the estimates of the Interior Department, concerning which you questioned me yesterday. I have applied to the chief clerk of the Public Printer for information as to when the Department will be furnished with the remaining volumes of the Eleventh Census. He could not reply at once, but will communicate with me by letter as soon as possible. So soon as I receive his communication, I will forward the same to you. There are somewhere near 130,000 copies yet to be supplied by the Public Printer, and in view of the fact that Congress will soon convene, he will not be able to give so much time to the publication of the census report as during vacation. However this may be, I will give you full information immediately upon the receipt of the letter from the Public Printer.

Very respectfully,

E. WOMACK, *Chief Clerk.*

Gen. HENRY H. BINGHAM,
Chairman Subcommittee on Appropriations, House of Representatives.

DEPARTMENT OF THE INTERIOR,
Washington, December 4, 1896.

SIR: In answer to your verbal inquiry of yesterday addressed to the chief clerk of this Department relative to the item in the estimates for salaries, office of the Secretary of the Interior, 1898, for six laborers $3,960, for distributing Eleventh Census and other documents of this Department, I have the honor to submit the following explanation:

The amount appropriated in the legislative, executive, and judicial bill for the current year (act of May 28, 1896), to be immediately available, was $3,960. Of this amount there has been expended to date on said work $2,640, leaving a balance of $1,320 to continue the work during the remainder of the fiscal year. The force thus far employed has been engaged not only in the work of distributing the reports of the Eleventh Census, but has been employed in the distribution of all other documents of this Department, such as the reports of the Secretary of the Interior and those of the Bureau officers, the official maps of the United States Land Office, State and Territorial, and the volumes of the decisions of the several Bureau officers, the official Blue Book and other publications of this Department, including reports of the Tenth Census. Many of these documents under existing statutes are sold on demand. This Department covered into the Treasury during the last fiscal year, to the credit of miscellaneous receipts arising from the sale of many of these documents, $1,800.

The estimate for the fiscal year 1898 for a continuation of the employment of the six laborers to do this work was based upon the presumption that the Public Printer, who now has the work in hand of printing and binding the various reports of the Eleventh Census, will be unable to complete the entire work and deliver the same to this Department until many months after the expiration of the current fiscal year. If he does finish the work before that time there will be no necessity to continue for another year more than two laborers, whose employment, in my judgment, is absolutely necessary in the distribution of the other documents of this Department that are current in character, including the remaining undistributed census reports.

Very respectfully,

D. R. FRANCIS, *Secretary.*

Gen. HENRY H. BINGHAM,
Committee on Appropriations, House of Representatives.

DECEMBER 3, 1896.

PATENT OFFICE.

STATEMENT OF MR. JOHN S. SEYMOUR, COMMISSIONER OF PATENTS.

The CHAIRMAN. Mr. Commissioner, we have your note here, which we will duly consider in connection with the estimates, and therefore it is hardly necessary for you to go into extensive details unless there is some feature of the paragraph in the legislation of this bill to which you desire to specially invite us in your oral statement. Now, what is it you would like to say?

Mr. SEYMOUR. Of course, by far the most important matter is the classification division.

The CHAIRMAN. That is the matter for which you so earnestly appealed for the current year?

Mr. SEYMOUR. And without quoting what others have said, it is a matter which has never been rejected except on the ground that there was not money enough to pay for it. I believe that is true. I am not certain, however, I represent Mr. Dockery in that, but it has been so represented to me by everybody, and I think that was the only serious objection. Of course, if there is not money enough to pay for it, that is one thing.

The CHAIRMAN. In regard to your classification division, you went into that matter so fully last year, and this committee is the same committee, that we will incorporate in your statement of to-day, as of to-day, all that you said to the committee last year.

Mr. SEYMOUR. Well, may I say this, General Bingham, that the House Committee on Patents has unanimously recommended the bill in a separate measure to the House of Representatives, and it is on the table or Calendar, if that be the proper expression to use, and before the House now.

The CHAIRMAN. General Draper has charge of the bill I believe.

Mr. SEYMOUR. Yes, sir.

The CHAIRMAN. That is your bill?

Mr. SEYMOUR. That is our bill, and covers this matter.

The CHAIRMAN. Is the proposed amendment proposed in the bill on the House Calendar?

Mr. SEYMOUR. I think not. It establishes a classification division to avoid what seems to be after all a fanciful objection that there was some new legislation about it. In my judgment——

The CHAIRMAN. The bill now before the House on the Calendar adds legislatively upon its own rights. Incorporated in this bill it becomes subject to the point of order. Once your bill in the House becomes a law, we appropriate under the law, but until it becomes a law it is subject to the point of order which will eliminate it from this bill even should the committee report it.

Mr. SEYMOUR. I wish you would see the way clear to take a different view of it and of the work which that division does. The classification division does exactly the same work which is now going on in the Patent Office, and it is nothing but to extend both literally and in fact the number of employees whom you grant to the Patent Office. There is not a particle of difference in the work. There is no difference in the salary, and they are all under the civil service except, I believe, two laborers, and if you simply say you grant us so many additional examiners it would be nothing more than extending the work which the examiners do now.

The CHAIRMAN. In other words, you claim that the increase of examiners under the general appropriation for your office will allow you to make such assignments to do the work that the details of the classification bill now reported from the Committee on Patents recommends?

Mr. SEYMOUR. That is it exactly. In other words, I want to present my views to you in regard to this suggestion that it is new legislation; my judgment is it is not. It is simply an increase of the force, and it was put so because some gentlemen thought it might be objected to on that ground and also to get the opinion of the Committee on Patents; and the Committee on Patents have unanimously reported the same measure and the Senate Committee on Patents in a separate bill have reported it unanimously and it has been incorporated in the appropriations act in the Senate, but it has gone out in conference.

The CHAIRMAN. Their rules are different from ours.

Mr. SEYMOUR. So it is not a matter that has been but little considered. Our own office is, as a matter of fact, crowded because it can not do its work and it would be a saving to the Government. Probably you are not aware that we turned in double the amount of this every single year except one, and sometimes five or six times as much as this over and above what the Patent Office costs. I regard it as of very great importance, and while there is no occasion to make allusion to the fact, still there is no harm in saying that I am more in earnest about it now than ever before, although about the 5th of March my connection with the Patent Office ceases.

Mr. McCALL. Did I understand you to say your office paid in more than sufficient to pay the expenses of the office?

Mr. SEYMOUR. Yes, sir; and has done it since 1836 when it was established, with the exception of eight years.

Mr. McCALL. How much has it paid in the past fiscal year over and above expenses?

Mr. SEYMOUR. I can not speak for the present fiscal year, but I can for the calendar year of 1895, when we turned in over $160,000 net over and above every dollar that was expended by the Patent Office, and we have not only done that, but it has been as high as $350,000 within the last ten years, and not only that, but we have created a net surplus in the Treasury of $4,500,000 and over since 1836.

Mr. McCALL. Your idea is you should be permitted to draw upon the earnings of the office to make the office effective?

Mr. SEYMOUR. We do not want to spend it all, but we want enough to do that work effectively.

The CHAIRMAN. You said since 1836 the sum total of the net revenues was how much?

Mr. SEYMOUR. Four million five hundred thousand dollars. The sum total of the surplus, not the aggregate receipts over and above the expenditures for that time, is $4,500,000 and over.

The CHAIRMAN. As I remember, for your classification division for carrying out your proposals submitted to this committee for this present year, you wanted $65,000?

Mr. SEYMOUR. $64,490, I believe, is accurate. I hope very much the committee will see their way to putting this in the appropriation bill as well as to leave it to its own fate in the Patent Committee.

The CHAIRMAN. Have you any other statement to make? We are going to give you full benefit of your entire examination.

Mr. SEYMOUR. I do not care to make any other statement except there is one other point which is a very slight matter. Congress was pleased to pass a joint resolution reducing the price of copies from 10 cents apiece to such a sum as should be fixed by the Commissioner. I fixed the sum at 5 cents for single copies, at 3 cents for copies by subclasses, and 2 cents for copies by classes, and 1 cent on the entire 570,000 in one order.

The CHAIRMAN. Has your suggestion worked well?

Mr. SEYMOUR. It has worked admirably, and it is bringing in an enormous amount of orders. We have fifteen boys for doing that work under the appropriation act, and after working a considerable time we find we have not force enough to handle this enormous increase of orders, and I have therefore recommended ten additional messenger boys, at $360 a year or $30 a month, which I think is necessary to keep up with the orders, because it is exceedingly embarrassing that the office should have criticisms made that they do not fill the orders until such a time that the man does not want them. We have until this filled an order the day received; now we are five weeks behind. It seems to me that this certainly should be granted, and it should be made immediately available, if that is possible. If the committee should see fit to make the appropriation immediately available for the present time it would be very well, as we are now five weeks behind on these orders, and I have put on that work a couple of men temporarily whom I got from the Pension Office, but I can not get any more; and the state of public business certainly demands it. With that exception, I hope you will kindly consider my suggestions and not consider that my want of fullness in this matter is any abatement of my interest in it. I regard this classification matter as the most important thing that can be done for the Patent Office.

DECEMBER 3, 1896.

POST-OFFICE DEPARTMENT.

STATEMENT OF GEN. FRANK H. JONES, FIRST ASSISTANT POSTMASTER-GENERAL, MR. KERR CRAIGE, THIRD ASSISTANT POSTMASTER-GENERAL, MR. ROBERT A. MAXWELL, FOURTH ASSISTANT POSTMASTER-GENERAL, AND MR. BLAIN W. TAYLOR, CHIEF CLERK, POST-OFFICE DEPARTMENT.

OFFICE POSTMASTER-GENERAL.

The CHAIRMAN (to Mr. Taylor). I see under the heading of the office of the Postmaster-General you ask for a clerk at $2,000, and you ask for one in the law department also.

Mr. TAYLOR. There are no changes in the law department except one, and General Jones will speak in regard to that. In the case of the $2,000 clerk in the Postmaster-General's office I will say he is acting in the capacity of assistant chief clerk in that

office, and of course he has been there quite a number of years and a very efficient man and there is no other promotion for him in sight, and the Postmaster-General thought he was well worth the money and recommended in his report——.

The CHAIRMAN. It simply resolves itself into a question of his length of service and efficiency which warrants the increase?

Mr. TAYLOR. Yes, sir.

Mr. MCCALL. There is no likelihood of the Government losing his services if it does not increase his salary?

Mr. TAYLOR. Well, I expect not. That is a question, you know. Very few die and none resign.

The CHAIRMAN. Who will give us information in regard to this other item of the law department?

General JONES. The chief of the correspondence division is at present a man by the name of Ashe, who has been there a number of years. The correspondence division is a part of my Bureau, by the way, and yet it is assigned a law clerk from the law branch of the Department, but this division has charge of all correspondence, general questions as to information as to the postal laws and regulations; also handles the obscene matter; and by reference to my report you will see various items; all questions of a general nature that would not belong in detail to the other divisions. For instance, on page 52 of my report it shows generally its duties. It is a very responsible position, in that it requires not merely a man who can write a letter, but he ought to be a man of good judgment, who would not write a foolish letter, and he has to construe for these postmasters the postal laws and regulations.

The CHAIRMAN. And he is styled the chief of correspondence division. What is the character of that division?

General JONES. It is not a division in one sense, but it is a division in this, that there are probably five clerks in there.

The CHAIRMAN. And this clerk of class 4, whom you eliminate, and in lieu make him chief of correspondence division at $2,000, is the same individual, only you give him a statutory standing?

General JONES. Yes, sir; it is to all intents and purposes now a division, and it is under my direction, but this man in charge of that room is assigned to me from the Department of the Assistant Attorney-General, and he has nothing to do with the Assistant Attorney-General whatever. He is to all intents and purposes a chief in my Bureau, only he is not designated as such.

Mr. MCCALL. Is this man doing this character of work which you now indicate?

General JONES. Yes, sir. It is in a sense a judicial position, in that he has to pass upon postal laws and regulations and instruct these postmasters. The franking law has to be construed by that division.

The CHAIRMAN. Are these men now under this clerk of class 4 assigned to you from the Assistant Attorney-General in the Post-Office Department?

General JONES. Yes, sir; but they are mostly from my Bureau and on my roll.

The CHAIRMAN. Then why should not this chief of the correspondence division be transferred to your permanent Bureau instead of being carried on the roll of the office of the Assistant Attorney-General of the Post-Office Department?

General JONES. I think it would be very proper.

Mr. TAYLOR. That is preferable; but we thought if that recommendation was made different from what it had been heretofore there might be possibly a chance for you to omit it altogether and not make the appropriation. That is the only object in having it come as heretofore. I think that proposition is much better.

OFFICE FIRST ASSISTANT POSTMASTER-GENERAL.

The CHAIRMAN (to General Jones). Now come to your own division.

General JONES. The only recommendation I make is for an assistant——

The CHAIRMAN. Assistant chief of salary and allowance division, at $2,000. That is an increase?

General JONES. That is an increase.

The CHAIRMAN. You drop out a clerk of class 4 and it is simply an increase in the sense of $200 and an indication of a special line of official work?

General JONES. Yes, sir; the salary and allowance division, as you know, is a very important division of the Bureau. It has to do with the clerks' salaries and has to do with leases of property; it has to do with fuel, lights, incidental expenses, and advertising. Now, there is appropriated about $11,000,000, which they have to handle, and in the absence of the chief of that division, why, he would of course be acting chief. You know, for instance, there is a classification of clerks in the post-office by the classification act, and it is necessary to get a person designated properly in accordance with his salary. For instance, you could not put a money-order clerk on the roster at $500 because there is no such thing under the classification act. He must either be $600 in one class of post-office or $800 in another, and he has to look

after those details, and they have to look after fuel, lights, and rents, and that includes leases, taking care of the leases of various buildings throughout the country; and they have charge of miscellaneous items and incidentals, furniture, etc., and so you see it is a very important division—one of the most important divisions in the Department, in that it has to do with the daily business of post-offices.

The CHAIRMAN. You have no suggestion as to the possibility of a reduction of that force in any of your divisions?

General JONES. I do not see how it could be done. We have the same force that has been there for some time, except in the money-order division, where the last Congress reduced that some 13 men.

The CHAIRMAN. You think you are running on close lines?

General JONES. I think so.

Mr. MCCALL. Is this man here doing this work now?

General JONES. Yes; he has been there for twelve or fifteen years.

Mr. MCCALL. It is a matter simply of increase in salary?

General JONES. I did not have him specially in mind, but I think an assistant to that division is entitled to that.

The CHAIRMAN. That is in view of the great work that division does?

General JONES. Yes.

OFFICE THIRD ASSISTANT POSTMASTER-GENERAL.

STATEMENT OF MR. KERR CRAIGE, THIRD ASSISTANT POSTMASTER-GENERAL.

The CHAIRMAN. You ask a $9,000 increase. You ask first for five clerks of class 4, and that is an increase of what?

Mr. CRAIGE. That additional clerk at $1,800 is for a chief of the classification division. That division was created under this Administration; it is a new division. At the time that division was created a clerk at $1,600 was placed in charge of it. He is now in charge of it, and has been in charge of it all the time at $1,600. No other clerk in charge of a division, or a chief of division gets less than $1,800 or $2,000. A chief of division gets $2,000.

The CHAIRMAN. How many men has this man under him?

Mr. CRAIGE. I think five or six. I do not remember the exact number, but it is a very important division, and he has very responsible duties to perform, and it is simply an act of justice. He should have at least $1,800.

The CHAIRMAN. Has he had long experience?

Mr. CRAIGE. He has been in charge of this business about ten years, I think. This particular business was in the stamp division when this Administration came in, when I came here, and on account of the importance of the business Mr. Bissell had it taken out of the stamp division and put into a division creating what is now called the classification division.

The CHAIRMAN. That is enlarging the old classification work.

Mr. CRAIGE. Yes, sir; the work is somewhat larger as the business grows all the time, but it is responsible work and the clerk in charge has as much responsible business to do as anybody. It is a sort of judicial position. He decides not only in regard to second class matter, but in the classification of all mail matter.

The CHAIRMAN. Can you give us the percentage of increase which justifies the additional appointment?

Mr. CRAIGE. I could not of the second-class matter; I only know it increases enormously every year.

The CHAIRMAN. Come to the next suggestion of 29 clerks of class 1, instead of 26 clerks of class 1.

Mr. CRAIGE. We ask for 6 additional clerks besides the clerk at $1,800.

The CHAIRMAN. Turn to page 153 of the bill. How do you propose to employ those, and why the necessity of employing them?

Mr. CRAIGE. When you come to the next paragraph you will find it is 6 altogether.

The CHAIRMAN. In the next paragraph it is 10 clerks at $1,000 each in lieu of 7 clerks at $1,000 each.

Mr. CRAIGE. The two paragraphs make 6 additional clerks. We want 5 for the stamp division, and 1 for the registration division. Now, the registration division for which we want one of those clerks has had no increase I understand for ten years, and the stamp division has had no increase in six or seven years. In that time the revenues of the Post-Office Department, as some indication of the business, have increased some $20,000,000, from $60,000,000 to $80,000,000. Now, I do not think this force can do the work. This division has had to work, some of them, until 5 o'clock, and the registration division has had to work after dark, and I think we ought to have that additional help to carry on the work properly.

Mr. MCCALL. Do they keep their work current?

Mr. CRAIGE. We have, except in the registration division, where we are a little behind.

Mr. HEMENWAY. I understand you want 1 clerk in the registration division?

Mr. CRAIGE. Yes, sir; the registration division is a small division where they have 6 or 7 clerks, but the stamp division has about 40 or 50.

Mr. MCCALL. How many hours in a day do they work, six and one-half?

Mr. CRAIGE. The time of work is from 9 to 12 with half an hour recess, and then until 4 o'clock.

Mr. MCCALL. When you are behind in this office would not a little more work each day bring the work up current?

Mr. CRAIGE. Not in the registration division; no, sir. They work at night, too. In getting up matter for the report they worked there at nights.

The CHAIRMAN. In your division have you any details from other offices?

Mr. CRAIGE. We have some from the First Assistant.

The CHAIRMAN. Have you any knowledge of what they are assigned to?

Mr. CRAIGE. Most are assigned to the stamp division.

The CHAIRMAN. And you are still asking an increase?

Mr. CRAIGE. Yes, sir.

The CHAIRMAN. How many have you detailed?

Mr. CRAIGE. Seven, I think, and one of those I think is a messenger. Considering the fact that there has been no increase in a great many years and considering the fact that the work is increasing all the time ——

The CHAIRMAN. I see here you want two additional messengers.

Mr. CRAIGE. It simply makes a difference of $120 a year; you see, I cut off two laborers, making them messengers, as they virtually do clerical work.

Mr. MCCALL. They are not in the classified service?

Mr. CRAIGE. I think they are now. The change we propose now is three messengers, which gives us five messengers all told and four laborers, making a difference of only $120.

The CHAIRMAN. You want 5 messengers instead of 3 and 4 laborers in lieu of 6, which makes a difference, as you say, of only $120?

Mr. CRAIGE. Yes, sir; that is all.

Mr. HEMENWAY. You take one laborer and put him under civil-service rules?

Mr. CRAIGE. I think they are all under civil service. They are doing messenger service now and they are under civil service now.

General JONES. The late order of the President when it extended the service stated that messengers doing clerical work should thereby be covered into the classified service.

The CHAIRMAN. But a laborer not doing work under the classified service was still an appointee of the office?

General JONES. Yes, sir.

Mr. CRAIGE. The two are doing virtually clerical work—opening mails, franking letters, etc.

General JONES. If this person dies and the office itself is classified, the man who fills it must be a laborer doing clerical work, as no mere laborer can go into it.

Mr. MCCALL. But if he goes into it and does clerical work for awhile and it is not necessary for him to do it any longer and he is sent back to do his original common labor then he is out of the service?

General JONES. Certainly. He must be a man put in for a laborer doing clerical work and must continue as such; for instance, the law can not be evaded simply to cover him into the service.

Mr. MCCALL. It is only so long as he does clerical service?

General JONES. That is all.

STATEMENT OF MR. ROBERT A. MAXWELL, FOURTH ASSISTANT POSTMASTER-GENERAL.

The CHAIRMAN. You ask for 11 clerks of class 2, which is an increase of 1?

Mr. MAXWELL. Yes, sir.

The CHAIRMAN. And for 11 clerks of class 1, which is an increase of 1?

Mr. MAXWELL. Yes, sir.

The CHAIRMAN. And for 4 assistant messengers; which is an increase of 2?

Mr. MAXWELL. Yes, sir. Those are to replace or to turn back to the first assistant one of those clerks assigned to our bureau from his office, and we want a man in his place. One is for mail depredations and the other to be assigned and used in the bond division. Under the Dockery law they have instructed us to have the bonds examined every two years. It is a physical impossibility with the force we have on hand now, as it can not be done.

The CHAIRMAN. Did not we give you the increase when we passed that paragraph in the bill?

Mr. MAXWELL. No, sir; you gave no increase. With our present clerical force the work can not be accomplished.

POST-OFFICE DEPARTMENT,
OFFICE OF THE FOURTH ASSISTANT POSTMASTER-GENERAL,
Washington, D. C., October 6, 1896.

SIR: In compliance with your request of the 4th ultimo, by direction of the Postmaster-General, for an estimate of any changes that may be required in the legislative, executive, and judicial appropriation bill regarding the clerical and other personal force of this office for the fiscal year ending June 30, 1898, I would respectfully ask for the following appropriations:

Fourth Assistant Postmaster-General	$4,000
Chief clerk	2,000
Chief post-office inspector	3,000
Chief clerk, division of post-office inspectors and mail depredations	2,000
Chief of appointment division	2,000
Chief of bond division	2,000
1 clerk of class 4	1,800
16 clerks of class 3	25,600
1 stenographer	1,600
1 stenographer	1,200
10 clerks of class 2	14,000
1 clerk of class 2 (additional)	1,400
16 clerks of class 1	19,200
1 clerk of class 1 (additional)	1,200
7 clerks of class E	7,000
2 assistant messengers	1,440
2 assistant messengers (additional), $720 each	1,440
1 page	360
Total	91,240

It will be seen that the present clerical force is recommended, with these additions: One clerk of class 2 for the division of post-office inspectors and mail depredations; 1 clerk of class 1 for the bond division; and 2 assistant messengers—1 for the appointment division and 1 for my immediate office.

This is an increase of $4,040 over the last appropriation; but it is an increase that will admit of the permanent employment of clerks in the bureau, and make it unnecessary to detail from time to time from other offices. Such appropriations for a permanent force greatly improve the service, as clerks so employed naturally take a deeper interest in their work than those temporarily assigned to it, and hence become more familar with the duties required of them.

Very respectfully,

R. A. MAXWELL,
Fourth Assistant Postmaster-General.

Mr. BLAIN W. TAYLOR,
Chief Clerk, Post-Office Department.

Mr. MAXWELL. Now, in our office we have never had a messenger, but simply used one of General Jones's laborers as a messenger. We have never had a messenger, and when the work comes on us—when the examinations come on us—in the commencement of a new Administration we can not get along with the present force, and have had to draft from other divisions 20 or 30 people for two or three months.

Mr. MCCALL. I notice that General Jones has detailed to your office and the office of the third assistant some 7 or 8 men.

Mr. MAXWELL. Yes, sir. We use one of his laborers as a messenger.

The CHAIRMAN. The exhibit shows that for the current year we gave you a $1,400 clerk of class 2, and also an additional clerk of class 1, for your office. To what were they assigned?

Mr. MAXWELL. One was assigned to mail depredations and the other to the bond division, and we are clear back in our work; there is no doubt about that.

The CHAIRMAN. How are you in your general work—nearly up?

Mr. MAXWELL. Our bond division is way back. The mail-depredation work is increasing all the time immensely, and that work is back. In other words, I have to assign from other portions of the Bureau to the mail-depredation division in order to keep the work up.

The CHAIRMAN. How many men have you assigned now?

Mr. MAXWELL. Just those two now.

The CHAIRMAN. Are those the only assignments you have?

Mr. MAXWELL. Just as fast as I could get along without them I have turned them back, until we now have one clerk from General Jones's Bureau and a laborer who acts as messenger. The number we have asked for is absolutely necessary.

Mr. McCALL. Has your Bureau suffered by reason of that detail?

General JONES. I would like to make a suggestion to the committee; probably it is not necessary, but it has been suggested and it has come up here, and that is in regard to these details. One difficulty we have in the Department is in this matter of details. A law passed in your last session in regard to the Postmaster-General ordering a detail. You can well see when the work is on that it is very difficult to get these details back to their proper places and have everybody satisfied, and probably some of us will have other pursuits soon, so I can make this suggestion really for the good of the service. It seems to me that the committee should take up this question of the detail of clerks and put them back to their proper places and give to each Bureau the number of clerks it wants.

I think the great fear has been, to be perfectly frank, that if that question was ever raised, that a committee of Congress would at once assume that this bureau or that bureau did not need so many clerks by reason of this detail or that detail, and hence injustice would be done the Department. Now, I am asked if I can get along with what clerks I have notwithstanding the details, and I say, yes. It does work perhaps pretty hard in some of my divisions. You take it in the salary and allowance division, which has pretty hard work there, and when the question was suggested by something that the Third Assistant said in reference to working over hours I called the attention of one of my chiefs to it, warning him about doing that. There is a possibility, although I have never examined it thoroughly, that it may be made a claim for over time. For instance, I know it came up when Li Hung Chang was here. I understand the elevator man at the Monument was telephoned to wait, as he would not be there until half past 4, and he waited until half past 4 and then went away, and when Colonel Wilson went there with this party he was gone, and I thought that was a rather novel proceeding for a man to do, and they said for a man to stay after time required in some Departments a special order for him to remain.

The CHAIRMAN. Will you look over the paragraph of this proposed legislation and submit to us a statement showing wherein your force can be reduced, provided we give the increases according to the recommendations of the Assistant Postmaster-General—of course, retaining those temporarily transferred.

Mr. JONES. I will be glad to do it.

CONTINGENT EXPENSES, POST-OFFICE DEPARTMENT.

STATEMENT OF MR. BLAIN W. TAYLOR, CHIEF CLERK.

The CHAIRMAN. On page 156 you will observe the words "including additional building occupied by the Money-Order Division," etc., are omitted. Is it an error, or do you desire that to remain in?

Mr. TAYLOR. It is an error. We did not report that. It should remain in.

The CHAIRMAN. Your estimate for 1898—$8,000—is the same for stationery as in 1897. Did you use all of that, and can it be reduced in any way?

Mr. TAYLOR. I think it would be unsafe to reduce it.

The CHAIRMAN. Have you the figures for 1896?

Mr. TAYLOR. Yes, sir; $1,224.10 is the amount left over.

The CHAIRMAN. You spent less than $7,000?

Mr. TAYLOR. Yes, sir.

The CHAIRMAN. What are your estimates for this year?

Mr. TAYLOR. The same.

The CHAIRMAN. Will you be able to come within the $7,000?

Mr. TAYLOR. We might do it. You have been reducing the appropriation. In 1894 it was more than it is now. I think it is not possible to expend the whole of the $8,000; but I think it would be unsafe to change that amount.

The CHAIRMAN. If that were reduced to $7,000, would it cripple you?

Mr. TAYLOR. I think there would be great danger of it.

The CHAIRMAN. The next item is fuel and repairs of heating apparatus, $9,000. You ask for the same amount?

Mr. TAYLOR. Yes, sir.

The CHAIRMAN. How much of the appropriation for 1896 did you expend?

Mr. TAYLOR. All of it.

The CHAIRMAN. You think you will require $9,000 next year?

Mr. TAYLOR. I think so.

The CHAIRMAN. The repairs are going on continually?

Mr. TAYLOR. Yes, sir. The furnaces are continually giving out.

The CHAIRMAN. We want to go through all these items because if you can reduce anywhere it would be well to do it, as we recognize that our income is limited.

Mr. TAYLOR. I appreciate that fully.

The CHAIRMAN. The next item is for gas and electric lights.

Mr. TAYLOR. That was $5,250. We have $869.33 left.

The CHAIRMAN. You are running on the same lines this year?

Mr. TAYLOR. Yes, sir.

The CHAIRMAN. Plumbing, gas, and electric lights.

Mr. TAYLOR. The balance unexpended is $63.90.

The CHAIRMAN. This matter of plumbing, gas, and electric lights is what you call "worn-out," signifying renewals?

Mr. TAYLOR. Yes, sir; and owing to the fact that we have a new administration coming in there will be an increase of the night work.

The CHAIRMAN. For telegraphing you ask $1,000 more than the present year. Give us the reason for that.

Mr. TAYLOR. In 1894 the deficiency was $647.50, in 1895 it was $357.27, and in 1896 it was $805.89. I think it is fair to assume that unless there is a change in the rates, which is not to be looked for, the telegraphing will increase with the Department business, and we thought it would be unsafe to ask for less than the increase for the next year.

The CHAIRMAN. How much have you expended for the five months of the fiscal year?

Mr. TAYLOR. In 1884 our appropriation was $5,985; in 1886 it was $5,000, and in 1887 it was reduced to $3,500. It was the same in 1888, and in 1889 it was $2,500. Ever since then there has been a deficiency.

The CHAIRMAN. During the Wanamaker administration did not the rulings of the Department admit of fixing certain rates?

Mr. TAYLOR. The rates are fixed each year. During the time of that administration, or a part of it, the business was tied up in the Court of Claims and nobody knows what that deficiency will be. We have only fixed the rates since 1894, which the company would accept. Our deficiencies since that time were the figures I have given.

The CHAIRMAN. Will you be kind enough to send an item of the expenditure for the past five months up to the 1st of December?

Mr. TAYLOR. I will.

The CHAIRMAN. You ask for the same for painting as the current year?

Mr. TAYLOR. Yes, sir.

The CHAIRMAN. What is your exhibit there?

Mr. TAYLOR. Fourteen dollars and twenty-eight cents balance.

The CHAIRMAN. You are running right up to the appropriation.

Mr. TAYLOR. Yes, sir.

The CHAIRMAN. The next item is carpets and matting.

Mr. TAYLOR. Our balance this year on that item is $25.26.

The CHAIRMAN. Do you desire the continuance of the paragraph, including $1,000 for the Auditor's Office?

Mr. TAYLOR. Yes, sir; it can not be eliminated.

The CHAIRMAN. It is in parentheses in the bill.

Mr. TAYLOR. I do not know why that was done. These appropriations were made for the Post-Office Department in former years, and they were separated at the request of somebody, and so much allowed for the Auditor, to suit himself. We, of course, pay the bills in the Department. We ask that to be continued.

The CHAIRMAN. How close are you to that appropriation?

Mr. TAYLOR. We have expended all except $25.26. Of the item for carpets in the Auditor's Office there remains $13.14.

The CHAIRMAN. Will you virtually expend it all next year; and is it necessary?

Mr. TAYLOR. It is absolutely necessary, and we are doing well to keep it within that amount

The CHAIRMAN. Next comes furniture. You desire the paragraph for next year to remain as it is for the current year?

Mr. TAYLOR. Yes, sir.

The CHAIRMAN. How close do you come in expenditures for 1896?

Mr. TAYLOR. We had $463.16 left over. This is the most we have ever had on that appropriation. These matters do not run regularly. Furniture may give out, and we may not want so much next year; and then, probably, next year we will have to buy more than we have had to buy during the present year.

The CHAIRMAN. For the purchase, exchange, and keeping of wagons and harness to be used for official purposes. How is that expenditure?

Mr. TAYLOR. We have a deficiency of about $150, occasioned by the purchase of a new team. The appropriation was cut down last year, when it was $1,500; and in 1896 it was cut down to $1,000. I think there will be a deficiency. We purchased two horses.

The CHAIRMAN. Why do you need the words, "for official purposes?"

Mr. TAYLOR. We do not have any other need for them. That should remain.

The CHAIRMAN. The next is miscellaneous items, including $2,000 for the Auditor of the Post-Office Department. Are the estimates for 1898 the same as for 1897?

Mr. TAYLOR. Yes, sir.

The CHAIRMAN. Can you reduce that at all?

Mr. TAYLOR. I could not recommend any reduction in that. It is an appropriation which takes care of everything else. We can get through better this year than before.

The CHAIRMAN. What was your balance in 1896?

Mr. TAYLOR. $2,166.80. In the previous year it was $286. In 1894 there was $12.82 balance. In 1893 there was $151.46 balance, so that I could not recommend a reduction in that appropriation. So long as I have charge of the matter I will save all I can. We might meet with an accident, and it would embarrass us if it were reduced.

The CHAIRMAN. Page 159, for rent of a suitable building for storing records for the post-office, $2,000. What do you estimate that upon?

Mr. TAYLOR. That contract was made before I went into office. I do not know just how it was made, but the Postmaster-General, the Auditor, and the chief clerk fixed that at what they thought a fair price for the building last year. The Postmaster-General fixed the price at $2,000, but Congress changed that amount, for some reason unknown to anybody in the Post-Office Department, to $1,000. We did not know it until we saw it in the act, and the gentleman who owned the building came down to the Department to see how it came about, and we could not advise him. We could not find anybody who knew anything about it. At first he declined to receive pay for the building, but after waiting three or four months he concluded that he would accept what was appropriated and make an appeal to Congress for the other $1,000. I brought the matter to the attention of the Postmaster-General, and he said, from the information he had, that it was a fair rent for the building, and he left it at $2,000.

The CHAIRMAN. Do I understand that for the current year, where the appropriation is $1,000, that the owner of the property has refused to accept that rental?

Mr. TAYLOR. He accepts the rent under protest. He first declined to accept anything.

The CHAIRMAN. Has the Department any lease wherein the amount is specified?

Mr. TAYLOR. I suppose in the original lease it was specified. It was only for a year.

OFFICE OF TOPOGRAPHER.

STATEMENT OF MR. A. VON HAAKE, TOPOGRAPHER FOR THE POST-OFFICE DEPARTMENT.

The CHAIRMAN. On page 154 I see you ask for an increase of one map mounter, making two assistant map mounters.

Mr. VON HAAKE. We mount maps for 4,000 postmasters. Under the present system we have plenty of maps. I want to put these maps in shape, where the postmasters can take them and hang them up in their offices. At present I have not sufficient means with which to do it. I sent out last year over 5,800 maps in this detached form.

The CHAIRMAN. The postmasters did the mounting themselves?

Mr. VON HAAKE. In the small places they did it. These maps go principally to small post-offices. I think the maps were only published for the benefit of the Post-Office Department. They give the boundaries where the mail is carried, and they are published every three months. They show the mail service, so that every postmaster can make up his mail accordingly. I think the postmasters are entitled to these maps, and I believe that I am the first topographer who ever succeeded in supplying the post-offices of the country.

The CHAIRMAN. Do you supply maps of that character to the fourth-class postmasters?

Mr. VON HAAKE. Yes, sir.

The CHAIRMAN. Wherein do they require maps of that kind?

Mr. VON HAAKE. They require them to make up the mails and to make connections. It is not all the fourth-class postmasters who get them. They go principally to small offices.

The CHAIRMAN. Have you any figures showing the number of postmasters whose offices are now supplied?

Mr. VON HAAKE. Oh, yes.

The CHAIRMAN. About what number do they receive?

Mr. VON HAAKE. 5,801.

The CHAIRMAN. This statement which you hand me submits the amount during June, July, October, and December, 1896?

Mr. VON HAAKE. It covers the whole year outside of the first-class offices. The Railway Mail Service get 12,000 maps per year outside of that.

The CHAIRMAN. Are the maps which you now publish on a larger scale than the maps published some years ago?

Mr. VON HAAKE. Oh, yes, sir.

The CHAIRMAN. You have enlarged the scale of the maps since that date?

Mr. VON HAAKE. Next July I will have been in office three and a half years. In the olden times the maps were from three to five together. They did not work well. They are worn out. The replacing of the maps is very slow. We make two or three new ones per year. I have succeeded in making 15 to 16 new maps per year.

The CHAIRMAN. Then your purpose in asking for an assistant is in the transmission of these maps, and that you may send the maps mounted in sheets?

Mr. VON HAAKE. Yes, sir. This map tears, and it can not be easily handled.

The CHAIRMAN. The next item is on page 160.

Mr. VON HAAKE. Our maps are mounted on large boards, and we must have large surfaces on which to mount them. The boards are stretched on the walls, and we ought to have more room to mount our maps. In the building on Ninth street there are two rooms available for that purpose now occupied by a dressmaker. These rooms can be had for $300. I would not use those for the purpose for which I want the increase, because I would move downstairs; but I need more wall surface for mounting these maps.

The CHAIRMAN. How much of that building do you have?

Mr. VON HAAKE. I have four rooms on the second floor and four on the top floor.

The CHAIRMAN. Where is that building?

Mr. VON HAAKE. No. 420 Ninth street. The building is not very well adapted for my purpose.

The CHAIRMAN. Are these large quarters?

Mr. VON HAAKE. Some of the rooms are large.

The CHAIRMAN. Do you know what rental they receive for the lower floor?

Mr. VON HAAKE. No, sir; I do not.

The CHAIRMAN. Do you not think $1,500 is a fair rental?

Mr. VON HAAKE. Yes, sir; but when I tried to rent other quarters I looked at a great many but I could not get any, and I do not hope to do so until the new building is completed. There are places where I can get as much floor space as I have now, but they charge more.

The CHAIRMAN. How many employees have you in your branch of the service?

Mr. VON HAAKE. Twenty-four with watchmen and laborers.

The CHAIRMAN. This increase of $300 would give you two additional rooms?

Mr. VON HAAKE. Yes, sir.

The CHAIRMAN. On the same page, miscellaneous expenses, why do you increase that $3,000 over 1897?

Mr. VON HAAKE. That is for the purpose of buying cotton.

The CHAIRMAN You have been running since 1889 on the basis of $18,000 for your appropriation. Have you had any deficiency?

Mr. VON HAAKE. No, sir; I never sent out mounted maps. I can go on in the same way.

The CHAIRMAN. Will you run on the basis of $18,000 for the current year?

Mr. VON HAAKE. Yes, sir; if I do not mount maps for postmasters. That is the reason I am asking the increase.

The CHAIRMAN. Then the increase of $300 in the miscellaneous items will be a result of the increasing of the map-mounting force by one man?

Mr. VON HAAKE. That is all.

The CHAIRMAN. If you do not receive that increase of one map mounter, together with this additional for miscellaneous expenses, you will be compelled to furnish maps to postmasters unmounted?

Mr. VON HAAKE. Yes, sir.

Mr. MCCALL. Does it cost 60 cents to mount those maps?

Mr. VON HAAKE. Yes, sir; the cotton costs a good deal.

DECEMBER 3, 1896.

DEPARTMENT OF JUSTICE.

STATEMENT OF COL. CECIL CLAY, CHIEF CLERK, AND MR. HOWARD PERRY.

The CHAIRMAN. For Solicitor-General you ask $500 increase?

Colonel CLAY. That is the statutory salary, and we keep on asking for it every year.

The CHAIRMAN. For eight assistant attorneys-general, at $3,000. That is an increase?

Colonel CLAY. On page 15 of the Attorney-General's report of last year he made

a recommendation, which he reiterated in person himself before this committee; and he desires to call the attention of the committee to it again this year, and to say it over again, and also to refer to the report which speaks of the assistant attorneys in charge of cases before the Court of Claims (it will be found on page 43 of the last report in the matter sent to Mr. Dodge), showing why this force ought to be made eight in number. We formerly had six. The Attorney-General presented the matter sent to the committee, and the increase given was simply temporizing. The docket of the court contains 9,000 cases, and the cases are increasing at the rate of 900 per year. The argument as to the size of the salary ($3,000) is that these gentlemen are all required to perform precisely the same class of work. They all do work before the Court of Claims. The distinction does not come in, because in the assignment of cases the $2,000 man might get a more important case than the $3,000 man. Why it was originally made I never could ascertain, nor could the Attorney-General.

The CHAIRMAN. The increase in the Department of Justice for the current year was submitted to considerable examination and correspondence with your Department, and we gave you an increase of an Assistant Attorney-General, at $2,500; a chief of the division of accounts, $2,200; one clerk, at $1,400, and one or more clerks at $1,200 each, making a sum total of nine increases, equaling $13,700, and we dropped one clerk at $1,800. You now ask for one additional Assistant Attorney-General, at $3,000?

Colonel CLAY. We want to give them all the same salary. The Attorney-General thinks the character of the work requires that salary.

The CHAIRMAN. You ask for eight on the basis of $3,000 each?

Colonel CLAY. Yes, sir; and the Attorney-General repeats the recommendation, as to that. In the preparation of the cases there are more than 1,000 attorneys and hundreds of them devote the whole of their time to it, as against these seven Assistant Attorneys-General. He desires me particularly to call your attention to that.

The CHAIRMAN. You want that to stand on the arguments made last year?

Colonel CLAY. Yes, sir. All the Attorney-General wants is that justice shall be done to the Government as well as to the claimants. Before I take up this matter of the Attorneys-General, I want to say that just before I left the Department the Attorney-General called me in and said to me: "You say to those gentlemen up there that I think when they see my report for this year as to the Dodge matter——"

The CHAIRMAN. Has it been published?

Colonel CLAY. No, sir. You will not have it until after the meeting of Congress. The Attorney-General told me to say that when you saw his report for this year, and the figures were given showing the amount of money that we have saved by this new system of accounting—for which the extra force was given last year in the division of accounts—that you would feel so gratified, and so delighted with the success and economy displayed, that he thought you would be willing to give him pretty much everything he wanted.

The CHAIRMAN. Who makes the estimates for court expenses?

Mr. PERRY. There will be a saving of $1,750,000 over 1896, and over 1895 it is $2,250,000.

The CHAIRMAN. To what do you attribute that?

Mr. PERRY. I can say, with pardonable pride, that we attribute it to the accounting division and the present law.

The CHAIRMAN. When will you send to the Judiciary Committee your report with reference to the compensation of clerks of courts?

Mr PERRY. I think the Attorney-General will make a general recommendation as to that matter.

The CHAIRMAN. Does that become an item in this bill?

Mr. PERRY. It will become an item in the sundry civil bill. That is where we will show the reduction of one million and three-quarters.

The CHAIRMAN. That exhibit will be interesting to Congress, I have no doubt. You feel strong in the examination and conclusion you have made.

Mr. PERRY. I made the figures to prove it, if figures do not lie. We have labored hard to get an estimate, and to have something upon which we could rely.

The CHAIRMAN. In round numbers, you are right?

Mr. PERRY. Yes, sir. In one item, mileage of United States district attorneys—and that was one of the arguments made on the floor of the House and Senate during the consideration of the matter—was $93,908, and the accounts were presented by those same district attorneys and assistants for annual expenses for the quarter they submitted $1,242, which, taken for the year, would amount to $6,000, as against $93,000 for the previous year. We have carefully prepared the figures, and the Attorney-General anticipated it in his report, except that we ask for $4,500,000, while in 1895 you appropriated over $7,000,000 and in 1896 over $6,000,000. The reduction between this year and 1896, by the most careful figuring, is $1,800,000, and over 1895 it is $2,250,000.

The CHAIRMAN. The next item is one clerk of class 4.

Colonel CLAY. There is one which the Attorney-General asked for independently. He wrote a letter asking for an additional law clerk. It is not in our additional estimate.

The CHAIRMAN. It may come specially?

Colonel CLAY. The Attorney-General says that in every well-regulated lawyer's office there is somebody on whom he can call in getting up a pressing case, but there is no such person in the Department of Justice. We have two law clerks, but they have been given particular lines of work, such as pension cases and timber trespasses, so that their time is fully occupied.

The CHAIRMAN. One clerk of class 4. What is your purpose as to that clerk?

Colonel CLAY. It is to sever the offices of appointment clerk and disbursing clerk. Under the law we had a clerk at $1,800, who is disbursing clerk, and he gets $500 additional, making $2,300. It is a physical impossibility for one man to carry on the duties of that office of disbursing clerk, and he has four different persons to assist him.

The CHAIRMAN. The line of work of the appointment clerk is not very great?

Colonel CLAY. One clerk might do it, but he ought to be a man who has brains enough to warrant giving him a fourth-class salary. He might do it by getting assistance from the general clerical force of the Department, and then he could keep up; but the disbursement clerk can not be appointment clerk too. In 1894 the total amount disbursed was $258,007.19; in 1895, $1,135,578; in 1896, $1,374,718; while for the first six months of 1897, counting the salaries paid for December, he has disbursed $1,170,037. He will disburse nearly two and a half million dollars this year.

The CHAIRMAN. Where does it come from?

Colonel CLAY. He had only 14 appropriations to disburse under the old régime, but since that time there has been put upon him the salaries of the governors of all the Territories; the salaries of the supreme court, the circuit court, and the court of appeals of the District of Columbia, the retired judges, expenses of the court of appeals of the District of Columbia, the Court of Claims, the district attorneys, salaries and expenses of district attorneys and district marshals, as well as fees and expenses of marshals; also the salaries of the Court of Private Land Claims. He has now over 40 appropriations to disburse, and instead of making 273 checks, as in 1893, he makes over 6,000.

The CHAIRMAN. Does he do that all himself?

Colonel CLAY. He has four men under him. The Attorney-General says he ought to get a salary of $2,500 a year. He disburses more than any other officer in the Department, two and a half million dollars. It is a very great responsibility. The Auditor for the State and other Departments has recommended in his report that bonds of disbursing officers whose accounts come to him should be increased. You can easily see that if the disbursing officer is called upon to give a greater bond than he does now it will increase his expenses, and his salary will be decreased because he pays $600 for this bond.

The CHAIRMAN. You ask an increase of one clerk of class 4, $1,800, who is to be the appointment clerk?

Colonel CLAY. Yes, sir.

The CHAIRMAN. You ask that your present disbursing clerk shall be relieved of the duties of appointment clerk and become disbursing clerk, and his salary shall be $200 more?

Colonel CLAY. Yes; his work really is four to ten times what it was in 1894. I will submit a statement from the Attorney-General referring to the matter.

The CHAIRMAN. You ask now an increase for the chief of the division of accounts, $300?

Colonel CLAY. Yes, sir; the Attorney-General said he thought the salary of the disbursing clerk and the salary of the chief of the division of accounts ought to be $2,500.

The CHAIRMAN. Has the work increased?

Colonel CLAY. The Attorney-General wanted him to have a larger salary than he got last year. If you will call upon the chief of the division of accounts, who is present, you will find that he is well loaded with facts.

Mr. PERRY. The examiners in the Department receive $2,500 and the assistant attorneys receive $3,000 a year. There are 24 clerks in this division.

The CHAIRMAN. You want 2 additional assistant messengers. Why is that?

Colonel CLAY. Why, we are in that five-story building and we have not sufficient force to do the work. We have adopted a system of supplying materials, and we have authority to buy so much of this paper, which the Department does, and sends it out to these people. There is another thing which the chief of the division of accounts has under him also and which requires somebody to be constantly going downstairs. We have taken the whole basement floor and turned it into a storeroom.

Mr. PERRY. We saved $40,000 on stationery supplies. The other Departments have stationery divisions, but we do not. We only employ messengers.

Colonel CLAY. We want men to attend to the packing up.

Mr. MCCALL. You send supplies to the different officers and attorneys throughout the country?

Colonel CLAY. Yes, sir.

Mr. PERRY. We send them as far as Alaska.

The CHAIRMAN. For the engineer you ask $1,500, which is an increase of $300.

Colonel CLAY. That man came into the Department when Mr. Miller was Attorney-General. He is also an inspector of fuel, and is under $2,000 bond. A part of his duty has always been, ever since he has been in the Department, to inspect coal for the Department, amounting to about 1,300 tons per year.

The CHAIRMAN. Does he get any additional compensation?

Colonel CLAY. None whatever. He used to get 20 cents per ton. The difficulty is in the hours which he has to be on duty. If it were a matter which did not involve more than his usual office hours, it would be a different thing; but he has to go down with these fellows at 6 to 8 o'clock, and stay sometimes all day; and I think it is an injustice to him. There is nothing incompatible in his holding these two offices. It is hardly fair to make a man give a bond for something for which he gets no compensation. He has no assistant engineer.

The CHAIRMAN. What does he do in your Department?

Colonel CLAY. We have two steam plants. We have high pressure and low pressure heating boilers.

The CHAIRMAN. This engineer does not remain all the time?

Colonel CLAY. He is there from 9 to 4.

The CHAIRMAN. When does he do this inspection work?

Colonel CLAY. He will come to me and say, "I must go away to do some inspecting;" and the query is as to whether he can or not. If he goes, he must go early in the morning. The people who handle this coal want to begin work at 6 or 7 o'clock in the morning. He has also to go to the Reform School.

The CHAIRMAN. Who makes assignment of this work?

Colonel CLAY. The Attorney-General.

The CHAIRMAN. Does the statute require it?

Colonel CLAY. Yes, sir; because the engineer of the Department would be the proper person to have employed as an inspector of fuel, and he was appointed years ago to inspect the Department fuel and everything of the kind, for the reason that he would make a better inspector than some outsider who knew nothing about the business. This man inspects the coal for the jail and the Reform School, which are under our Department. The only statutory provision is that the coal shall be inspected.

Mr. MCCALL. Where is this coal used—by the courts and at the jail?

Colonel CLAY. We use a portion of it at the Department of Justice—about 1,300 tons a year; and it is used at the Reform School. He has often to go to the District jail. When he goes to inspect this coal he has to pay his own car fare and often remain out until night. One of the inducements that Mr. Miller gave to the present engineer, who is a skilled man and educated in his profession, was to say to him that he should receive compensation in addition to the salary provided for the engineer, that he would be appointed inspector of fuel for the District, and would get the fees for the inspection of the coal at the Reform School and the jail. He has to do this work out of hours.

Mr. MCCALL. Three hundred dollars additional is to be his compensation for additional work in inspecting fuel?

Colonel CLAY. Yes, sir; at the jail and at the Reform School.

Mr. HEMENWAY. He would inspect the coal in the Department without extra trouble, of course?

Colonel CLAY. He has to certify to the weight.

The CHAIRMAN. This is in addition to the Department of Justice?

Colonel CLAY. Yes, sir.

The CHAIRMAN. Has the Reform School an engineer?

Colonel CLAY. It has.

The CHAIRMAN. Has the jail an engineer?

Colonel CLAY. It has.

The CHAIRMAN. Why could not those engineers do that inspection?

Colonel CLAY. If you want to appoint them they will have to give bond, and probably the engineer at the Reform School would object to that. He would have to go and pay for a bond in order to enable him to certify as an inspector.

The CHAIRMAN. You ask $300 for this inspector, and it seems to me, should he receive this additional compensation for inspecting this coal, it would amount to more than if he received the fees. Considering the amount of coal inspected at the Reform School, at the fee of 20 cents per ton, I do not believe it would equal $300. There was a reenactment of the law which eliminated that fee, but that omitted the

weigher and measurer of the Navy Department. That was done for the reason, among others, that an $1,800 clerk in one of the departments was receiving about $1,000 in addition to his salary.

Colonel CLAY. In 1895 this man inspected 1,440 tons of coal for the jail and the Reform School. It is pretty arduous work, and had to be done after hours. Of course, if by inspection the committee thinks he just looks at the coal, that would be another matter.

The CHAIRMAN. It is important. He gets his knowledge from using coal?

Colonel CLAY. This man is told to go and inspect this coal, and it costs him money.

Mr. MCCALL. How does he do the testing, other than by looking at it?

The CHAIRMAN. Does he weigh it?

Colonel CLAY. He has to certify to the weight.

The CHAIRMAN. He has to certify to the weight of the coal and the measurement of the wood?

Colonel CLAY. Yes, sir; and he is a man who knows the business. It is just done the same as a metallurgist examines metals by looking at three or four samples.

The CHAIRMAN. My question was, how he inspected the coal?

Colonel CLAY. We are getting samples of coal in different quantities to be used at these different places. This man makes use of his technical knowledge. Some one may telephone him to go down to the docks to inspect coal.

Mr. MCCALL. How many days is he required to inspect coal?

Colonel CLAY. Our vaults accommodate only 60 tons; so that we have to fill them several times during the year. When we order coal we order 60-ton lots and he has to inspect it and see it weighed. When we order for the Reform School that coal is received in bulk lots.

Mr. MCCALL. You get about two cars of coal at a time for the Department. Does he weigh it in the car?

Colonel CLAY. He weighs every load.

The CHAIRMAN. What bond does your engineer give?

Colonel CLAY. I think it is $2,000.

The CHAIRMAN. Why?

Colonel CLAY. Because he has been appointed inspector of fuel.

The CHAIRMAN. If you will read that law you will see that there is nothing in the statute which requires this man to give any bond.

Colonel CLAY. You mean that all the Department has to do is not to have any official inspector?

The CHAIRMAN. You can designate a subordinate without bond.

Colonel CLAY. So there is no responsibility?

The CHAIRMAN. There is the general responsibility that is involved in the duty assigned to any employee. What I wanted to say was that there was nothing in the statute which requires your engineer to give bond.

The CHAIRMAN. On page 162 is the item for expenses of books for Department library.

Colonel CLAY. The Attorney-General said that he is going to repeat the argument made in person before your committee last year, in which he strongly and strenuously argued with regard to a special appropriation to make a proper library.

The CHAIRMAN. For 1897 you got an increase altogether of $500 over 1896.

Colonel CLAY. For the current year the appropriation was $500 for the library and $1,500 for session laws, making $2,000 in all. He asks more than that.

Mr. MCCALL. The appropriation was $750 for the session laws.

Colonel CLAY. The purchase of session laws cost $750.

The CHAIRMAN. For the library we gave you an increase of $500 over the preceding year. You state that the Attorney-General will submit another estimate?

Colonel CLAY. He made an argument before your committee last year in regard to a special appropriation for the library—$5,000. That was in order to bring the library to a proper standing, and he wanted $2,500 to keep it there.

The CHAIRMAN. In his general estimate he asks for $2,000. If he asks anything additional, it will come as a special request?

Colonel CLAY. Yes, sir. He calls attention again to the special report of the librarian of last year.

The CHAIRMAN. Is the stationery account the same?

Colonel CLAY. Yes, sir.

The CHAIRMAN. How did that run?

Colonel CLAY. It takes every cent.

The CHAIRMAN. How about the miscellaneous expenses?

Colonel CLAY. We got $6,400 last year, and we brought in a deficiency of $1,100. It ought to be more. While that fund was needed, it is nearly always taken up in regular expenses—telegraphing, coal, lighting, repairs to buildings and Government grounds, etc.

The CHAIRMAN. For transportation you ask $1,500; how are you running in that connection?

Colonel CLAY. We will not get out, I suppose, with the current year. We have $361.30 left out of $1,000. It would take about $650, I should think, to run to the 30th of next June.

The CHAIRMAN. On page 168 is "Expenses courts, Indian Territory." To pay salaries the estimates for 1898 are $220,000. The appropriation for 1897 was $175,000, which is $45,000 increase.

Mr. PERRY. We will be compelled to ask for a deficiency for the current year.

The CHAIRMAN. Of how much?

Mr. PERRY. $45,000; I am getting up those figures. All the estimates were made on the basis that it was not to last the entire year, but only until the urgent deficiency bill could be passed.

The CHAIRMAN. We predicated it upon the idea that it would only run to the 1st of April. As I understand, that paragraph for United States courts in the Indian Territory was to run upon the basis of the present fiscal year, plus the deficiency, so that in effect there will be no increase.

Mr. PERRY. That depends. In the Indian Territory they have obtained full jurisdiction. Jurisdiction has been taken away from western Arkansas and eastern Texas, so that all criminals committed are tried in the courts of the Indian Territory. That does not affect this appropriation as much as it does the appropriation for witnesses and jurors, which are distinctly court appropriations under the sundry civil bill. This particular appropriation, salaries and expenses of courts, Indian Territory, is to pay for officers designated by law, and for the expenses of those officers in attending to their duties. The salaries are $162,100, and you can readily see that $175,000 would not cover it. Accounts as rendered currently will be in the neighborhood of $30,000. Under the peculiar condition of the law, every time we appoint a deputy marshal he is to receive $1,200 a year salary, which I think the Attorney-General will recommend be changed.

The CHAIRMAN. It is not an increase?

Mr. PERRY. Not at all. I would like to state, in connection with the accounting division, that the accounts as rendered are $241,000 a year, and no disallowances. I will leave with the committee a memorandum, showing disallowances made in accounts for United States court expenses for 1896.

Amounts disallowed by Department of Justice, fiscal year 1896.

Appropriations.	Amount claimed.	Amount allowed.	Amount disallowed.
Marshals	$1,517,407.86	$1,445,508.47	$71,899.39
Jurors	714,598.20	714,141.15	457.05
Witnesses	1,531,412.20	1,530,484.36	927.84
Prisoners	707,100.92	701,482.12	5,618.80
Bailiffs	207,246.33	204,958.28	2,288.05
Miscellaneous	178,056.67	176,415.36	1,641.31
Attorneys	567,042.81	547,042.05	20,000.76
Clerks	431,651.51	407,394.38	24,257.13
Commissioners	422,270.81	313,171.39	109,099.42
Rent of court rooms	80,604.40	78,173.75	2,430.65
Pay of special assistant attorneys	*a* 49,565.98	*a* 49,565.98	(*a*)
	6,406,957.69	6,168,337.29	238,620.40
Salaries and expenses, Indian Territory	204,698.84	202,243.05	2,455.79
Total	6,611,656.53	6,370,580.34	241,076.19

a Disallowances not considered. Amount allowed stated in both columns.

DECEMBER 5, 1896.

OFFICE AUDITOR FOR POST-OFFICE DEPARTMENT.

STATEMENT OF MR. GEORGE A. HOWARD, AUDITOR FOR THE POST-OFFICE DEPARTMENT.

Mr. MCCALL. For the current year an appropriation was made of $1,000 for the rental of a portion of the basement of the present city post-office?

Mr. HOWARD. Yes, sir.

Mr. MCCALL. And they are back now submitting an estimate of $2,000, and we want to know if you can state when that property was rented, under what conditions, and

what was agreed to be paid for it, and why, and to give us your views about the matter generally as to what the rental value is?

Mr. HOWARD. The building was occupied by the Post-Office Department for the money orders, which were largely in the Auditor's building on E street, July, 1893. It so happened that it was at the beginning of the fiscal year, and it occurred in this way: The E street building, which is now occupied by the Auditor, was immensely overloaded with money orders. There was great apprehension, as you remember, perhaps, of the building falling down. There were heavy iron cases in it, and it was inspected, and it was shortly after the accident which occurred in the War office on Tenth street and the clerks were alarmed, and there was, perhaps, good reason for it. At any rate, after correspondence between the Secretary of the Treasury and the Postmaster-General, the Postmaster-General directed me, as chief clerk of the Department at that time, to procure some building and unload the Busch Building of most all the stuff that had accumulated there. We, in connection with the superintendent of the Post-Office Department, he doing the active part of the work, searched for a building, and the only one we found available in easy reach was the post-office—a part of the basement of the city post-office, which is a large, roomy place, although it is quite dark.

We secured that building, and the lessor or agent, or the representative of the company owning the building, charged us $2,000 a year. I thought at the time it was a high rent, but it was an exigency of the service and we had to have some place to put these papers and files, and so we rented it. Well, time went on and I was made Auditor for the Post-Office Department, and on one occasion and before this same committee, either last year or the year before, I am not clear which, I called attention to the fact that I had rented that building at $2,000 a year in an exigency and it seemed to me it was quite an exorbitant rent, whereupon the committee reduced the rent to $1,000. That is the history of the matter so far as I know, and my only reason for calling the attention of the committee to it was that I was the person, the official, who was mostly responsible for renting it, perhaps. I was the representative of the Post-Office Department, and I had rented it in an exigency at what seemed to me to be a high rate, and I thought it was due to state the facts to the committee, which I did. I had no disposition to interfere with the rent.

Mr. MCCALL. What is the name of the agent of the building?

Mr. HOWARD. Mr. Myron M. Parker is now. There was a man named Jones who was the agent at that time, but Mr. Parker is the agent at present. The building belongs to a company, and I think he is either the secretary or manager of the company.

Mr. MCCALL. Will you state, in your opinion, what is the reasonable rental value of that property?

Mr. HOWARD. I would rather not give an opinion, because I am not familiar with rentals of property in Washington City and would not be good authority in a matter of that kind. It seemed to me to be a high rent. I thought proper to make a statement of the facts and have the matter understood, and gentlemen have taken me very seriously to account for it.

Mr. HEMENWAY. Why not get another building?

Mr. HOWARD. I would say to you that if you get another building it would be an enormous job to move that mass of stuff that is in there.

Mr. HEMENWAY. But it would be better than to pay a big rent for a number of years?

Mr. HOWARD. I have no suggestion to make about that. I only make a statement of the facts. I have nothing to say as to what ought to be done, because it is not my business.

The CHAIRMAN. Will you not be able to transfer all this stuff to the new post-office building when it is completed?

Mr. HOWARD. I can not answer as to that, but I say it would be a very desirable thing to have it all in the same building with the Auditor's office.

Mr. MCCALL. Will not there be considerable basement room?

Mr. HOWARD. I presume so, but I am not familiar with it.

Mr. MCCALL. Is your office to go there?

Mr. HOWARD. I heard from the chairman of the committee that they contemplated putting the Auditor of the Post-Office Department in that building. In that event it would be very desirable to have it there, and it would be a great advantage to have those files nearer. It would be a great advantage to have those files in the same building, because they would be easier of access, and because you know when people go out on the streets they will stop on the way sometimes.

DECEMBER 5, 1896.

OFFICE OF THE SUPERVISING ARCHITECT.

STATEMENT OF MR. W. M. AIKEN, SUPERVISING ARCHITECT, AND MR. C. E. KEMPER, CHIEF EXECUTIVE OFFICER.

Mr. McCALL. For the current year there was an increase in the amount authorized to be used out of $50,000 appropriations for public buildings in the employment of services in your office. Will you please state to the committee what progress has been made and what has been done with that fund and how it has been used? It was increased from $200,000 to $250,000, and the $50,000 was, as I remember, for the special purpose of providing plans and hastening specifications in different localities in the country.

Mr. AIKEN. That was for the employment of assistants in the drafting specially, and the appointments to that room were to be made from the lists of eligibles from the civil-service examination. The President's order of May 6 provided for the placing of those men under civil service, and in June we requested the Civil Service Commission to hold examinations for us and furnish those eligibles. They have given us up to the present time so few that we have had special appointments made temporarily of some fifteen clerks, draftsmen, and others to fill this deficiency, and as the result of that the work in the office is virtually up except such buildings as where the sites have not been secured or where the buildings have been held up by requests of Members of Congress. There are three buildings, Akron, Ohio, Norfolk, Va., and Stockton, Cal., where the buildings have been held up by requests of Members of Congress for extension of limit or an enlargement of appropriation.

Mr. McCALL. Will you state, if you have the data there, what buildings this force has been put to work upon?

Mr. AIKEN. It would be a little difficult to state exactly, but I can give it to you approximately. San Francisco, Philadelphia mint, Detroit, Mich., Paterson, N. J., Saginaw, Mich., and the Washington post-office. Those are the principal ones. Of course, it is difficult to state more accurately than that, because men are moved about from one building to another, according to the conditions of the work upon the drawings.

Mr. McCALL. That additional fund was required in order to bring the work up current?

Mr. AIKEN. Yes, sir.

Mr. McCALL. I understood you to say that work is now up?

Mr. AIKEN. It is virtually up now except those buildings where the sites have not yet been provided for or buildings held up.

Mr. McCALL. That work is not ready to be done until the sites are provided?

Mr. AIKEN. No, sir; by act of Congress we can not proceed.

Mr. McCALL. You have, then, no further need of the additional force and the additional appropriation?

Mr. AIKEN. It is contingent upon two things. First, the action of Congress in passing upon buildings. Last year, I think, there were over 250 bills brought up for new buildings, and the Salt Lake City building, I believe, is the only one which is authorized. Now, if any of those get acted upon at this session of Congress then we will need the additional amount, and there is also a bill before Congress, introduced by Mr. Aldrich, and if that bill is passed it will have some effect.

Mr. McCALL. That fund, then, may well be reasonably reduced to $200,000, the amount for the fiscal year 1896?

Mr. AIKEN. No; we want a little more than that; we want about $210,000.

Mr. McCALL. You think an appropriation of $210,000 will be ample?

Mr. AIKEN. Under present circumstances, and if the conditions do not change we can get along with that; but if other buildings are authorized——

Mr. McCALL. We can provide for them as we approach them, you know.

Mr. AIKEN. Well, we are looking now until June 30, 1898.

Mr. KEMPER. Mr. Chairman, the conditions at the close of this Congress, so far as public construction is concerned, may be very different from the conditions which exist just now. Last session of Congress there were over 200 bills introduced for public buildings all over the country and referred to our office by the Committee on Public Buildings and Grounds for reports. These reports have been returned to the committee and are now in the hands of Mr. Milliken. If 50 per cent of those bills pass and become laws the appropriation of $250,000 would be more necessary next year than it was this year.

Mr. McCALL. But you do not mean to be understood as saying this committee should make appropriations as to certain lines of work before it is actually provided for?

Mr. KEMPER. No; I simply suggest that fact should be borne in mind before the

committee definitely determines what amount it will allow to our office for the next year.

Mr. HEMENWAY. You see, this bill will become a law long before we know of any action upon different public buildings, and by special act you can be relieved if the bills pass.

Mr. AIKEN. Our office force as constituted to-day, with a pay roll running about $210,000, can, in my judgment, finish up all the construction now in the Treasury Department by the 30th of June, 1898; but if 60 or 70 new public-building bills be passed this session and the Aldrich bill fails to become a law, then the necessity, as I remarked sometime ago, of $250,000 next year will be greater than the necessity for this year.

Mr. MCCALL. Will you please favor the committee with a statement—General Bingham is absent—in regard to the Philadelphia mint; what progress has been made and what work was done last year?

Mr. AIKEN. The preliminary sketches which we call the cabinet-board drawings, which are made for the signature and approval of the cabinet board, have been prepared and approved. The working drawings were commenced October 25, 1896; the specifications for excavation are ready to be put on the market and will be advertised in the next few days.

Mr. MCCALL. There has been no work done upon the site?

Mr. AIKEN. Nothing except tearing down the old buildings and putting up a fence around it.

Mr. MCCALL. Have you a statement of all those buildings with you?

Mr AIKEN. I have a statement here in regard to 52 buildings.

Mr. MCCALL. I think that is all unless you have something further to say.

Mr. AIKEN. I want to say one word in regard to what is called our appropriation; it is simply authorizing us to draw against the appropriations for various buildings and the expenses are chargeable to each building.

Mr. MCCALL. We understand that.

Buildings for which no sketches have been prepared.

Akron, Ohio: Held by Member of Congress until recently.
Boise City, Idaho: No site.
Cumberland, Md.: No site.
Helena, Mont.: No survey of site yet received.
Newport, Ky.: No site.
Pottsville, Pa.
Salt Lake City, Utah: No site.
South Omaha, Nebr.: No site.
Stockton, Cal.: Held by request of Member of Congress.
Norfolk, Va.: Held by request of Member of Congress.
Camden, N. J.: New sketches awaiting enlarged site.
Cheyenne, Wyo.: No site.
Brockton, Mass.: No site.
Emporia, Kans.: No appropriation.

Buildings for which sketches have been prepared but nothing else done.

Clarksville, Tenn.
Portland, Oreg.
Denver, Colo.: Sketches about completed, but no estimate has been made nor sketches approved.

Buildings for which complete or partial working drawings have been made.

San Francisco, Cal.: Working drawings commenced September 1, 1896; excavation plan ready for specification.

Philadelphia mint: Working drawings commenced October 25, 1896; excavation drawings and specifications are ready to put on the market.

Little Rock, Ark.: The working drawings for addition have been sent to the tracing division, and will be sent to the computing division by December 7, 1896.

St. Albans, Vt.: The working drawings are now in the computing division for specification.

Allegheny, Pa.: All the drawings for the work completed except the full-size details of the interior finish; heating contract let; interior finish and plumbing on the market.

Kansas City, Mo.: Superstructure drawings completed, except for dome, which are ready to send to tracing division; interior finish, heating, and plumbing yet to be done.

Beaver Falls, Pa.: All drawings completed and sent to contractors; plumbing contracted for; heating yet to be gotten out.

Buffalo, N. Y.: Superstructure under contract and full-size details for first story stonework completed and delivered to the contractors; full-size details of all upper stories and the terra-cotta work of interior yet to be made; the interior finish, heating, and plumbing yet to be gotten out and put under contract.

Detroit, Mich.: Heating, plumbing, and interior finish under contract, and full-size detail work of interior finish well on toward completion, elevators yet to be gotten out.

Los Angeles, Cal.: Drawings well under way; work will probably be sent to computing division by December 20.

Lynn, Mass.: Drawings for erection and completion, except heating, are at the gallery.

Madison, Ind.: All drawings, including full-size details, completed and sent to the contractors.

Meridian, Miss.: All drawings except full-size details completed; full-size details under way; about completed.

Milwaukee, Wis.: All superstructure drawings completed and forwarded; interior finish work will be completed by December 21 and sent to the computing division for specification; heating, plumbing, and elevators yet to be gotten out.

Newburgh, N. Y.: All drawings completed and forwarded to contractors; heating and plumbing under contract.

New London, Conn.: All drawings for erection and completion completed, except full-size details; heating yet to be gotten out.

New York appraisers' warehouse: All drawings completed; full-size details to be traced and forwarded to contractors; heating, plumbing, and elevators to be gotten out.

New York custom house and post-office: Intermediate floors—all drawings completed and forwarded to contractors; heating yet to be taken up.

Omaha, Nebr.: Interior finish of first story and basement on the market; plumbing under contract; heating yet to be taken up.

Patterson, N. J.: Working drawings for the erection and completion well under way; probably will be sent to computing division by February 1, 1897.

Pawtucket, R. I.: All drawings completed and sent to the contractors; heating yet to be taken up.

Pueblo, Colo.: All drawings, except full-size details, completed; full-size details of exterior all completed, and as soon as traced will be forwarded to the contractor; heating, plumbing, and elevators yet to be taken up.

Racine, Wis.: All full-size details about completed, but held subject to the revision of the facing of the building with stone; heating yet to be taken up.

Richmond, Ky.: All drawings completed and forwarded to the contractors; heating under contract.

Roanoke, Va.: All drawings completed; heating and plumbing under contract.

Rock Island, Ill.: All work completed, except alteration of third floor, for which drawings are completed and ready for specifications.

St. Paul, Minn.: All superstructure drawings complete; interior-finish drawings well under way; heating, plumbing, and elevators yet to be taken up.

Saginaw, Mich.: Entire building, except heating, under contract; full-size details under way; heating yet to be taken up.

Savannah, Ga.: Superstructure drawings, except full-size details, completed; full-size details about completed; heating, plumbing, interior finish, and elevators yet to be taken up.

South Bend, Ind.: All drawings completed and forwarded to contractors; heating yet to be taken up.

Taunton, Mass.: All drawings completed; heating and plumbing under contract.

Washington post-office: Interior finish for first floor and basement under contract, and full-size details of same well under way; interior finish of upper stories will probably be ready March 1, 1897; heating and plumbing probably go to computer December 21; elevators to be taken up.

Wilmington, N. C.: Drawings and specifications for isolation ward ready to go on to the market; drawings for extra ward well under way.

Worcester, Mass.: All drawings completed and forwarded to the contractors; heating and plumbing under contract.

Youngstown, Ohio: All drawings for the erection and completion, including full-size details, finished and forwarded to the contractors; heating yet to be taken up. Some of which are nearly completed.

TREASURY DEPARTMENT.

DECEMBER 5, 1896.

CHIEF CLERK'S OFFICE.

STATEMENT OF MR. W. H. HILLS, ASSISTANT SUPERINTENDENT OF THE TREASURY BUILDING.

Mr. MCCALL. I see you have submitted a lot of increases of force and salaries here. The first one is raising the salary of the assistant superintendent of the Treasury building from $2,100 to $2,500, an increase of $400; what is the necessity of that?

Mr. HILLS. I am the individual directly interested in that item, and not knowing this subject was to be brought up, while I can answer any questions, I think it is better for another representative of the Treasury Department to explain it. I can state, however,——

Mr. MCCALL. Do you desire to make any statement in regard to it?

Mr. HILLS. I can say that the salary has been at that figure for many years. I have been in charge of the office for eight years. When I took charge of it there were only 110 buildings, and now we have 260 and we have no increased clerical force, and our appropriation that we are disbursing is about $2,000,000. We have charge of all the furniture of public buildings, lighting, heating, and the custodian force. I have instituted a method of doing business there which has obviated any increase in the clerical force, notwithstanding the fact that the business of the office has increased 300 per cent.

Mr. MCCALL. Since when?

Mr. HILLS. Within eight years. When I went in there there were only 110 buildings and now we have 260.

Mr. MCCALL. You are the superintendent of all the public buildings throughout the United States?

Mr. HILLS. Yes, sir; of all the furniture, lighting, heating, fuel, etc.

Mr. MCCALL. At those points where we have pension agencies are those agencies allowed to occupy rooms in public buildings?

Mr. HILLS. Yes, sir.

Mr. MCCALL. At all of them?

Mr. HILLS. Yes, sir; if there are accommodations in the building. We have one at Knoxville, Tenn., where the pension agent is in the public building; at Philadelphia and at a great many points.

Mr. MCCALL. I see the Government has a public building at Detroit, and there is an agency there?

Mr. HILLS. Yes, sir; I believe there is.

Mr. MCCALL. Yet I see there is an item of rent of $2,400?

Mr. HILLS. Is that for the next fiscal year? In regard to that, the present building, you know, is insufficient in size to accommodate the Government service at Detroit, and I think the customs service is occupying a rented building, but I am not positive of that; but they are about completing a new building, and, in fact, we have prepared an estimate for the new building, to be completed some time next year—early in the year—and as soon as that is completed we have in view the accommodation of all the United States services located at Detroit, including the pension agency.

Mr. MCCALL. We have information from the Commissioner of Pensions that the Treasury Department had refused or declined to permit the pension agent at Detroit to go into that building at all.

Mr. HILLS. Upon what ground; do you know, sir?

Mr. MCCALL. I think possibly the ground assigned was it was owing to the crowded condition of affairs on the day of payment of pensioners. That, perhaps, was one reason assigned, and another was that there was no room in there, so this appropriation for rent at Detroit is asked?

Mr. HILLS. I do not know about that. I do not think that the fact that the building would be crowded with pensioners on pension days would cut any figure. We have a pension agent in the Chicago building and we have them in other buildings, and if you desire I can send you a statement by to-morrow morning giving the names and locations of the buildings in which pension agents are located.

Mr MCCALL. We have that here. We would like to have a note from you as to the facts at these different points which makes it necessary to go outside and rent quarters where the Government has buildings, giving the reasons why. Now, I see at Indianapolis you have a public building down there, and there is an appropriation of $2,500 for a pension agency. Do you know why that is so?

Mr. HILLS. I presume the building is not sufficiently large to accommodate them there.

Mr. McCALL. How about Milwaukee?

Mr. HILLS. There is a new building approaching completion.

Mr. McCALL. In New York you have a rental of $10,000, San Francisco $1,872, Topeka $2,250, and Washington $1,380. Now, there are seven. If you can, I would like to have you submit to the committee a statement as to the number of rooms in those buildings, whether or not they are occupied, and if so, how occupied, the force of agents at each point, and why they are not permitted to occupy the Government buildings?

Mr. HILLS. Yes, sir.

Mr. McCALL. The next increase is three assistant engineers from two, the former number?

Mr. HILLS. Yes, sir.

Mr. McCALL. What is the necessity for that?

Mr. HILLS. There has been no change in our engineering force for a number of years, and we now have the Butler Building, over here, added to our care, and when that was added we were given no additional help, and we have put in two additional elevators in the Treasury building.

Mr. McCALL. Do not we allow you two men?

Mr. HILLS. You allowed one elevator conductor.

Mr. McCALL. You propose to increase this force one, and to increase the salaries from $720 to $1,000 each?

Mr. HILLS. Yes, sir.

Mr. McCALL. Why the necessity for that?

Mr. HILLS. We can not get a first-class engineer for $720.

Mr. McCALL. Have you not had a first-class engineer all this time?

Mr. HILLS. No, I do not think we have. We have a man who has had experience as a fireman, and then——

Mr. McCALL. Do you anticipate a change in these two engineers in case the salary is increased?

Mr. HILLS. I could not answer that question.

Mr. McCALL. If they are not competent——

Mr. HILLS. You go to manufacturing establishments anywhere in the country and you find the engineers are not as a rule receiving less than $75 a month, and a locomotive engineer receives from $100 to $125 a month.

Mr. McCALL. In the next item you desire to increase the number of elevator conductors from five to six. Have you a new elevator additional?

Mr. HILLS. We have four elevators and the labor is too hard to confine the men as we do. We have no relief through the summer or when a man is sick or on vacation. These men as a rule average eight hours a day.

Mr. McCALL. You have one relief.

Mr. HILLS. But when a man is sick there is no relief, and this man has to be in the building to let a man eat his lunch or relieve him when necessity requires it.

Mr. McCALL. How long do they work?

Mr. HILLS. From 8 o'clock in the morning until half-past 4 in the afternoon.

Mr. McCALL. That is not much.

Mr. HILLS. But you consider the confinement. The work of an elevator conductor looks simple and it is, but it is confining. He is confined in that car, exposed to all sorts of people and all sorts of condition of atmosphere. Now, you will find in the other buildings, if you go into the matter, they far exceed in number in engineers and elevator conductors and firemen, and the pay, as a rule, is considerable higher than in our Department.

Mr. McCALL. But your idea of this increase in force is not a competition between the other Departments and the Treasury Department, but it is a matter of economy of administration?

Mr. HILLS. It is a matter of what is paid outside and inside; it is what the services of competent people can be secured for.

Mr. McCALL. Now the next item is that you have 8 firemen and you want 9, which is an increase of 1?

Mr. HILLS. Yes, sir; because heretofore we have been compelled to detail from our laboring force laborers to act as firemen, and under the civil-service rules recently promulgated we can not do that any more. We have detailed laborers to perform the duties of firemen, which places them in the classified list and is a violation of the civil-service rules. We require some of the firemen now to work twelve hours a day.

Mr. HEMENWAY. So the recent regulations of the Civil Service Commission will necessarily increase the number of employees in your Department?

Mr. HILLS. It will if we have to live up to the regulations. That is the same in regard to firemen and elevator conductors; they are placed within the classified service.

Mr. McCALL. That is an increase of one fireman?

Mr. HILLS. Yes, sir. Previously we could detail a laborer to act as an elevator conductor, but under the regulations of the Civil Service Commission we are now prohibited from doing that.

Mr. HEMENWAY. Under the recent regulations, when carried into effect, about how many additional employees will you have to have?

Mr. HILLS. They are down in this estimate.

Mr. HEMENWAY. And these additional employees were brought about by the recent civil-service order?

Mr. HILLS. To the recent extension, owing to the fact that before we might draft from the laboring force to supply deficiencies. In fact, the chief clerk of the Department said that he would take off his coat and go down to the fireroom and fire himself sooner than violate that rule.

Mr. HEMENWAY. Can you take the bill and give us the number of additional employees you are asking for?

Mr. HILLS. I did not come prepared, because the telegram the other day merely referred to contingent expenses; but I have this all in detailed form on my desk at my office.

Mr. HEMENWAY. Could you take the bill——

Mr. HILLS. No, sir; I could not from memory. There is too much of it.

Mr. HEMENWAY. There are nine additional people asked for in the chief clerk's office. That is due to the fact that the civil-service rules prevent you from using men in their place?

Mr. HILLS. Not entirely so, because when we detailed laborers heretofore to perform these duties that, of course, depleted the laboring force that much and allowed their work which should be performed go by default. Of course, we could not let the fires go out in order to keep the building at the proper temperature, and we had to operate the elevators and canceling machines, etc. That has precedence over anything else.

Mr. HEMENWAY. What length of time do the employees of your Department work?

Mr. HILLS. They are supposed to work eight hours a day.

Mr. HEMENWAY. I understood you to be complaining a while ago that these elevator conductors were compelled to work eight hours a day?

Mr. HILLS. They do. But I am speaking of the class of work they do. They get into these boxes, the cars, and you see they are confined there.

Mr. HEMENWAY. Do all the employees under you usually work eight hours a day?

Mr. HILLS. With the exception of the clerks, who work seven hours a day; but, as I said before, some of our firemen, two or three weeks ago, owing to the fact that they were compelled by sickness and other reasons, worked twelve hours a day.

Mr. MCCALL. On page 40 you ask for an increase for draftsman from $1,200 to $1,400, which is an increase of $200. Is there any reason for that?

Mr. HILLS. Yes, sir. As the buildings have increased in number the demand upon him has been great. This man here is a draftsman. He designs all the gas fixtures we put in public buildings, prepares plans and specifications for all special furniture, judges' desks, railings, platforms, etc.; special furniture for post-offices, etc.

Mr. MCCALL. How many new buildings were appropriated for last Congress? You say by the increase in the number of buildings his work has been increased.

Mr. HILLS. I know we have furnished 62 new buildings since the 1st of January, 1893, up to date.

Mr. MCCALL. That is nearly four years he has been engaged in drafting specifications and designs for furnishing 62 buildings?

Mr. HILLS. Yes, sir.

Mr. MCCALL. That would be about fifteen a year?

Mr. HILLS. Yes, sir.

Mr. MCCALL. Do you think that is an excessive amount of work for one man to do?

Mr. HILLS. Yes, sir; we ought to have a tracer. As a matter of fact, we have several times estimated for a tracer as an assistant, but never were able to get him.

Mr. MCCALL. That is nearly a month for each building?

Mr. HILLS. Yes, sir; but a great deal of special furniture goes into these buildings—railings, screens, etc. You see this furniture is all made under contract and we have to have these plans to send for proposals under our advertisements.

Mr. MCCALL. You submit here in the bill this new language, "Plumber, $1,100; plumber's helper, $720." That was submitted last year?

Mr. HILLS. Yes, sir.

Mr. MCCALL. And it was not allowed?

Mr. HILLS. No, sir.

Mr. MCCALL. Are there any additional reasons?

Mr. HILLS. You see also we estimate for one fireman for the Butler Building. Last year we could send a fireman there from our laboring force, but this year we can not.

Mr. McCALL. Why not?

Mr. HILLS. The civil-service rules prohibit that.

Mr. McCALL. But you can send them from one building to another?

Mr. HILLS. Yes, sir; but we are short for the main building.

Mr. McCALL. But you sent one last year?

Mr. HILLS. We detailed a laborer last year.

Mr. McCALL. The civil-service rules prohibit the laborers from doing firemen's work?

Mr. HILLS. Because the firemen are classified.

Mr. McCALL. Although he is as well qualified as a fireman, yet because he is not classified he can not do it?

Mr. HILLS. Yes, sir.

Mr. McCALL. Could not you to meet that emergency drop one laborer and add on one fireman?

Mr. HILLS. Yes, but our experience with the committee has been that if we drop a man they will drop that man but not put on anyone else. When you come to make up the appropriations the committee has been always ready to drop, but they are never ready to give anything additional.

Mr. McCALL. I think they are liberal enough in that regard. We are working, you know, with an empty Treasury, to make both ends meet. Now, for the Winder Building, you have one engineer and you ask for an additional assistant engineer at $1,000?

Mr. HILLS. Yes, sir; we have a heating apparatus in there for the entire building and also an elevator plant, and have but one engineer.

Mr. McCALL. How many boilers have you?

Mr. HILLS. We have three boilers there.

Mr. McCALL. Has this man been doing all the work all the while?

Mr. HILLS. Yes, sir.

Mr. McCALL. How long?

Mr. HILLS. I think five or six years.

Mr. McCALL. And gives reasonably good service.

Mr. HILLS. Excellent service, and is a splendid man. There is another thing, and that is in regard to getting good men. You get good men and efficient machinists and they can make repairs about a building and save much money that does not show. They can make repairs where an ordinary engineer or a fireman can not, thereby saving the trouble and expense of going outside and bringing in men from these shops and foundries.

Mr. McCALL. You want an additional fireman there?

Mr. HILLS. You see, we have to keep that building warm through the winter, and they are running night and day.

Mr. McCALL. Have you not had to do that all the while; heretofore one engineer and one fireman have done that work acceptably; now what is the necessity for the additional fireman?

Mr. HILLS. Because before we could call in one of these laborers.

Mr. HEMENWAY. Now the Civil Service rules prevent that?

Mr. HILLS. Yes, sir.

Mr. McCALL. Can you drop two of these laborers?

Mr. HILLS. I presume you have seen the building. It is a very large building, and three laborers is a small number for such a building.

Mr. McCALL. How are they detailed to do firemen's work?

Mr. HILLS. We have been requiring them to do whatever the service demanded.

Mr. McCALL. On page 66, for newspapers, law books, city directories, etc., you ask $1,500, and you had an appropriation of $1,000 last year. Has that all been expended?

Mr. HILLS. It has been all expended and there is a deficiency of $20.05.

Mr. McCALL. That is for the fiscal year 1896?

Mr. HILLS. Yes, sir.

Mr. McCALL. Why is this additional language added, "Purchase of material for binding important records?"

Mr. HILLS. Well, we were bound to do that under this new printing law. Before we were permitted to buy this material out of that appropriation, but that clause was stricken out of the appropriation for the current fiscal year and the last fiscal year, and for that reason we were compelled to buy this out of the appropriation for miscellaneous items.

Mr. McCALL. Why is it that you can not get it on requisition from the Printing Office?

Mr. HILLS. No, sir.

Mr. McCALL. Do you know why?

Mr. HILLS. There is no provision of law requiring the Public Printer to furnish it. You see you make provision in the appropriation bill—it is entirely independent of

the Government Printing Office. This is purely a departmental matter and we have employed there five bookbinders.

Mr. McCALL. You omit this language, "relating to the business of the Department." Why do you want that language left out and this added? Would not you be able to purchase this stuff relating to the business of the Department?

Mr. HILLS. No, sir; we want to drop that out because we want to buy other reference books.

Mr. McCALL. You want to be permitted to buy any books you choose?

Mr. HILLS. We want to buy books of reference not peculiarly pertaining to the Treasury, because there are other valuable reference books not pertaining strictly to our Department which we would like to put in our library.

Mr. HEMENWAY. What use have you for other books in your library not pertaining to that particular Department, that is, what practical use?

Mr. HILLS. There might be a short reference in a book which would be useful to us. You see the business of our Department is very diversified. We have everything, assaying ores, we have chemists of the internal revenue office making all sorts of chemical tests——

Mr. HEMENWAY. But that all relates to the business of your Department?

Mr. HILLS. But sometimes it requires a stretch to buy these books, and if you have an overconscientious Secretary he may hesitate about signing your requisition.

Mr. McCALL. Would not that be better than to have an open and shut affair to buy any books you choose?

Mr. HILLS. Well. you might say, books containing general information useful to the officials; you might put it in that light.

Mr. McCALL. On page 57, line 2, after the words "including the necessary traveling expenses," you add, "in connection therewith." Is that important to go in?

Mr. HILLS. Oh, no; not particularly so.

Mr. McCALL. You ask for an increase of $500 over the appropriation of a year ago. Have you expended the amount appropriated for 1896?

Mr. HILLS. No, sir; you can drop that $500. We have a balance of $240.43.

Mr. McCALL. This may be reduced to $500?

Mr. HILLS. Yes, sir.

Mr. McCALL. In the item of freight, expressage, telegrams, and telephone service, etc., you ask the same amount as appropriated a year ago. Can you not reduce that any?

Mr. HILLS. No, sir; we will have a deficiency for that for 1896.

Mr. McCALL. Of how much?

Mr. HILLS. Of approximately $1,500. You see we pay for all telegrams of the Department out of that appropriation, and that is an expense we can not anticipate exactly.

Mr. McCALL. I see for rent of buildings you ask for $3,970. Is that a fixed charge?

Mr. HILLS. Yes, sir.

Mr. McCALL. Will you be able to vacate any of these buildings when the city postoffice is finished?

Mr. HILLS. We hope next year we will be able to vacate the building now occupied by the Bureau of Statistics.

Mr. McCALL. No other?

Mr. HILLS. No, sir; no other.

Mr. McCALL. Are you making the contract for the lease with a view to vacating if you so desire?

Mr. HILLS. We can vacate at any time on thirty days' notice. It is the understanding that thirty days' notice can be given either by the lessor or lessee.

Mr. McCALL. We come now to the item for the purchase of horses and wagons for office and mail service, etc. I see you ask an increase of $1,000 over the appropriation of last year?

Mr. HILLS. That is about what we had last year. We had a deficiency last year of $900. The appropriation for a great many years was $3,000, and then it was cut and cut until it is simply impossible for us to maintain our stable for $2,000 a year. It is out of the question and we can not do it—to feed our horses and care for them properly—and it embarrasses us very much. We shall have a deficiency again this year—that is, we will request a deficiency appropriation of course before the current appropriation is exhausted, and should Congress refuse to give us an additional appropriation then we will have to sell the horses and do the best we can.

Mr. McCALL. Can you submit the expenses of this department up to this time on this item?

Mr. HILLS. Yes, sir; the balance up to date is $947.42—that is, on the 30th day of October.

Mr. McCALL. You have spent, then, about $1,060?

Mr. HILLS. Yes, sir; with a little over seven months yet to run.

Mr. McCALL. For purchase of ice you ask an appropriation of $500 more. You

ask an increase over the appropriation of last year of $500. What amount of this appropriation has been expended for this year up to this time?

Mr. HILLS. We have a balance on the 31st of October of $1,517, with eight months to run.

Mr. MCCALL. You drop out the language, "including ice for the office of the Auditor of the Post-Office Department."

Mr. HILLS. Yes, sir. You can just drop that out.

Mr. MCCALL. Will $2,500 be sufficient for this item?

Mr. HILLS. I do not know what the price of ice will be next year. We are paying this year 19½ cents, and last year we paid 14¼ cents for ice, and we have paid as high as 28 and a fraction. You can put it at $2,500, and we can get a deficiency, probably, if necessary.

Mr. MCCALL. On page 70 you ask for the purchase of carpets, carpet borders and lining, etc., an increase of $1,500. What is the necessity for that?

Mr. HILLS. Well, there will be 30 or 40 rooms in the Treasury Department without a carpet on the floor this winter. We have not the carpeting for them, and when you take in the Winder and Butler buildings there are between 30,000 and 35,000 yards of carpet to be supplied for those floors.

Mr. MCCALL. I see the same estimate has been made for the past three years.

Mr. HILLS. But we have not got that amount of money.

Mr. MCCALL. You have been allowed for those three years $3,000 each year.

Mr. HILLS. The result is, now the carpets are being worn out, so that we can not replace them. For that reason there will be over 30 rooms without carpets. There are thirty-odd thousand yards of carpeting and we can replace a carpet just about once in ten or fifteen years. We will be only able soon to give carpets to the most prominent officials. A carpet lasts, on the average, about five years and then they get to be shabby and——

Mr. MCCALL. Go to the item for purchases of boxes, book rests, etc. There is an increase of $1,000 asked over the appropriation of last year. How much of that fund has been expended?

Mr. HILLS. We have a balance now of $3,142—less than half of it, with seven months to run.

Mr. MCCALL. Did you have any deficiency last year?

Mr. HILLS. No, sir; that is one of those things that there is no deficiency in. We go without furniture rather than create a deficiency. We avoid creating a deficiency wherever we possibly can. We will go without carpets before we will create a deficiency.

STATIONERY, TREASURY DEPARTMENT.

STATEMENT OF MR. GEORGE SIMMONS, STATIONERY CLERK.

Mr. MCCALL. Your estimate here is a $4,000 increase over the appropriation of last year for the item of stationery for the Treasury Department.

Mr. SIMMONS. We think we ought to have that. There is a general complaint about the quality of the stationery the Treasury uses, and we are obliged to use the utmost economy and get the poorest and cheapest stuff that will actually do the work.

Mr. MCCALL. Is this increase merely for the purpose of getting better material?

Mr. SIMMONS. Yes, sir; particularly.

Mr. MCCALL. Nothing more?

Mr. SIMMONS. We have to cut down there and we do not have enough to get along with properly.

Mr. MCCALL. For the item of postage, you submit an estimate of $1,000 and the appropriation last year was $1,000. Have you expended that sum; or if not, how much have you expended?

Mr. SIMMONS. We had some balance from the year before. We expended last year $1,755, and there is a balance of about $668, which, with the $1,000 we ask for, will make the amount we expended last year. Of course, we can not tell exactly what that expenditure will be, as it varies; but we will need $1,000 now to carry us through.

DECEMBER 5, 1896.

BUREAU OF STATISTICS.

STATEMENT OF MR. WORTHINGTON C. FORD, CHIEF OF BUREAU OF STATISTICS.

Mr. MCCALL. You submit this language: "Two statistical clerks at $2,000 each." Was that submitted in the estimate a year ago?

Mr. FORD. No, sir; last year I did not ask for another statistical expert. There is one already connected with the Bureau, and this is practically a new appropriation.

Mr. McCALL. The language is, "two statistical clerks." They do not seem to be experts?

Mr. FORD. Yes, sir; they are at $2,000 apiece and only one was estimated for last year. That I asked for because I wished somebody who was acquainted with foreign languages, who can relieve the Bureau now and make up the vast amount of miscellaneous tables which come from the outside.

About two desks every month are employed on this miscellaneous work, and we are very much hampered because none of them are acquainted with foreign languages, and I have to do the translation myself first and then let it pass through their hands, and a great deal of time is wasted both on my part and on the part of the clerks, and if I get these clerks it will be a great help. We are now using the export schedule of 1887, although just now in the last three years the exports of manufactures have run up $100,000,000. There is hardly a day passes that forty or fifty inquiries do not come asking about the exports of manufactures.

Mr. McCALL. Would not one be sufficient?

Mr. FORD. One is already in there, and I desire one additional.

Mr. McCALL. What about the next item?

Mr. FORD. The $2,000 is for the employment of general experts for collection of facts relative to the internal and foreign commerce of the United States. You gave me $800, which I used for the same general purpose and for payment of experts outside of the office for special information I could not get in any other way. Now, I wish to introduce the Hollerith machine. I went to New York, and in the offices of the New York Central Railroad I saw a record of the performance of the machine and I am convinced if I can have four or five of those machines it will be of great benefit in my office for years to come. One of these machines can probably do the work of six men.

Mr. McCALL. Have you now in your office and do you keep a record of the lake and river interstate commerce of this country?

Mr. FORD. No, sir; there are no such statistics outside the interstate commerce statistics and they are confined to railroads.

Mr. McCALL. Your work is entirely foreign?

Mr. FORD. I tried last year out of the $800 to lay a basis for the lake trade, and that is coming in.

Mr. McCALL. Will this increased force be able to give any attention at all to lake and river commerce?

Mr. FORD. They would cover the ground fully in another year.

Mr. McCALL. With this force asked for?

Mr. FORD. With this increased force.

Mr. McCALL. And it is for the purpose of gathering those statistics of the lake and river commerce——

Mr. FORD. And canals. There is none now except of the railroads, and they are so fully covered by the Interstate Commerce Commission I could not do anything in competition with them.

Mr. McCALL. If you could not undertake this additional work the increased force would not be necessary?

Mr. FORD. Oh, yes, it will, because I have already commenced it. It is a question of whether I shall continue or drop it. I am getting the lake returns now.

DECEMBER 5, 1896.

WAR DEPARTMENT.

RECORD AND PENSION OFFICE.

STATEMENT OF COL. F. C. AINSWORTH, CHIEF OF RECORD AND PENSION OFFICE.

Mr. McCALL. I see, as a matter of refreshment, you have recommended a reduction from 98 clerks, at $1,000 each, to 73, which is the only case in all the estimates we have had where there is a reduction submitted, and in this case there is a saving to the Government of about $25,000?

Colonel AINSWORTH. Yes, sir.

Mr. McCALL. Well, we are obliged to you for it. Are there any other reductions you can recommend in your Department?

Colonel AINSWORTH. Not at this time, sir. We have not yet completed the work that has been in hand for several years. I have made a regular reduction each year for the last three years, and this makes the total amount $425,000, I think, as near as I can remember.

Mr. McCALL. Is this reduction possible by reason of the fact that you are completing the work of your office, or by reason of the efficiency of the service?

Colonel AINSWORTH. No, sir; it is by reason of the introduction of the record-card system, of which you have probably heard something, which has made it much easier to do the work. We commenced that in 1887.

Mr. McCALL. It is not, then, owing to the reduction of the amount of work to be done, but the efficacy with which you can handle the work?

Colonel AINSWORTH. Yes, sir; there is just as much work being done now as there ever was. There are not quite the same number of calls from the Pension Office or the Auditor's office for information in regard to soldiers' records, but the class of cases we have are much more difficult to handle—much more complicated—than ever before. The work itself is equal in amount to what it ever was, but the system which has been devised and put in operation since I have been in charge of the Bureau has made it possible to do it much more easily.

Mr. McCALL. On page 100 you will see an item for rent of buildings for use of the War Department, as follows: "For Record and Pension Office, $2,400." Would it be possible to omit the rent of that building?"

Colonel AINSWORTH. No, sir; because that building is used almost entirely for the storage of records. There are only one or two clerks in there. The War Department building is not sufficient to hold nearly all of them, and we have this building, which is directly across the street from the War Department, a fireproof building of five stories, and we have it full from top to bottom with original records.

I notice on page 92 the regular provision, which has been incorporated every year, requiring all employees to be exclusively engaged in the work of the office for the current fiscal year, is here in brackets. I want to have that go in. There is no necessity for the other, "And the Secretary of War shall, upon the application of the governor of any State, furnish to such governor," etc.

That is original legislation, which was introduced in the bill two years ago, and there is no necessity of repeating it every year.

Mr. McCALL. And it may be dropped out?

Colonel AINSWORTH. There is no necessity for that. The original act is the law, and there is no use repeating that here, but I want that other part in the bill.

Mr. McCALL. How far down?

Colonel AINSWORTH. Down to the semicolon. That has been in every year.

Mr. McCALL. Is there anything else you care to speak about?

Colonel AINSWORTH. No, sir; I think not.

DECEMBER 5, 1896.

RECORDS OF THE REBELLION.

STATEMENT OF MAJ. GEORGE W. DAVIS.

Mr. McCALL. There is a change in the designation of "one agent" to "collector of Confederate records." What is the reason for that?

Major DAVIS. In the preparation of the Book of Estimates it had become customary to designate this as collector of Confederate records. The reason for the continuance of the designation was the outgrowth of custom. I see no reason why it should not continue "agent."

Mr. McCALL. Can you tell us about when this work will be completed?

Major DAVIS. The best estimate that I have been able to make on the subject is that it will require about three years to complete the work, following the general plan upon which it is being carried forward.

Mr. McCALL. Is the work in such an advanced stage as to warrant you in reducing this force?

Major DAVIS. It is, treated as a whole. The office of publication of the Rebellion Records is maintained out of two appropriations—the legislative carrying the smaller part, the office force, $15,000; and the sundry civil carrying the larger part, $145,000. A certain class of work must be done away with, for example, the copying of a large number of records, and it is possible to dispense with a considerable number of copyists who have been heretofore employed under the appropriation in the sundry civil bill. The amount of that reduction, it is estimated, will amount to $20,000 for the next fiscal year, and the estimates for that expense will be dispensed with.

The CHAIRMAN. Could any of the clerks appropriated for in this bill be dispensed with?

Major DAVIS. No, sir. The agent for the collection of the Confederate records in his early employment years ago rendered very valuable and efficient service, when

there were a great many records not available, and General Wright brought in the larger quantity of those. As time has gone on, the collection of such records has become less and less, for the very good reason that the field had been very fairly gone over.

Mr. McCALL. In view of the fact that you are approaching the completion of the work, is there any valid reason why the appropriation should not be carried in one bill?

Major DAVIS. There is not.

Mr. McCALL. Would the work be in any way hampered by such action?

Major DAVIS. It would not. I would add, in connection with your question, that the War Records Office, as a part of the War Department, exists by virtue of the appropriation carried in the legislative bill; and if it should be decided to merge these two appropriations into one, and let the sundry civil bill carry the whole amount, it might result in some embarrassment to the management of the office, because the rooms in which these valuable records are now kept, might be taken for some other purpose. The records, as you gentlemen understand, are the original papers relating to the civil war, and must be kept in a fireproof building. There is no building available, as I now recollect, which is suitable for the purpose, except the War Department building; and if the merging of these two appropriations should result in leaving the whole matter in the legislative bill, it would seem to me, from the best judgment I can exercise, that it would be advisable.

Mr. McCALL. If it is placed in the sundry civil bill, could not that bill be worded so as to require that those records be kept where they are now, as if the appropriation were carried on this bill?

Major DAVIS. It could.

Mr. McCALL. Will you be kind enough to draw the appropriate clause covering the whole appropriation for both bills, so worded that it will require the retention of this bureau in the War Department building.

Major DAVIS. I will do so.

DECEMBER 5, 1896.

CONTINGENT EXPENSES, WAR DEPARTMENT.

STATEMENT OF MR. JOHN TWEEDALE, CHIEF CLERK.

Mr. McCALL. Last year, under the head of Contingent Expenses, War Department, page 99, there was an appropriation of $45,000, being a reduction of $9,000 from 1896. Can you state to the committee how much of that $45,000 has been used up to this time?

Mr. TWEEDALE. There has been something like nine or ten thousand used. These expenses are less in the first half than in the last half of the year. It covers the slack time of business. When Congress meets we are the busier. Our busiest time is in the last half of the fiscal year, because everything culminates at that time.

Mr. McCALL. Is there any balance remaining from the appropriation of 1896, when you had $54,000?

Mr. TWEEDALE. I have not looked to see.

Mr. McCALL. Would it be possible to reduce it, say $10,000, this year?

Mr. TWEEDALE. I do not think it would be. It would have been easier to have done it last year than now, because the depression in business throughout the country affected our Department.

Mr. McCALL. Four months of the year has passed and you have spent $10,000. That leaves two-thirds of the year remaining. If the expenses double it would be about $40,000. We might reduce this to $35,000.

Mr. TWEEDALE. I do not think that could be done. I think in the Record and Pension Office they are getting matters in shape to go ahead with more energy than they have in the past in the matter of the Revolutionary records and the records of the war of 1812.

Mr. McCALL. The Record and Pension Office has been reduced in force by about twenty-five clerks?

Mr. TWEEDALE. Yes, sir; they have been gradually dropping out as vacancies occurred. This has been done in arranging the records and consolidating them. Pretty soon they will commence the actual work of card indexing, and when that is done they will make quite a demand upon our stationery and miscellaneous account.

Mr. McCALL. For the stationery of the War Department bureaus and office you estimate, page 100, $25,000. That was reduced last year $5,000.

Mr. TWEEDALE. I have consulted the chiefs about that and they think it would be risky to make a further cut at present. We have gone from $35,000 to $25,000 in two years, and the force is largely the same.

Mr. McCALL. Do you know the amount of money that has been used for the four months of the present fiscal year?

Mr. TWEEDALE. No, sir; I do not; but last year, after the cut was made, we had on hand a stock of stationery and miscellaneous. That has been drawn upon during the past year, and we are running down in our stock. There is very little miscellaneous supplies left, and the stationery was cut down considerably, so that it will be necessary to increase that stock pretty soon.

DECEMBER 5, 1896.

DEPARTMENT OF LABOR.

STATEMENT OF MR. CARROLL D. WRIGHT, COMMISSIONER OF LABOR.

Mr. McCALL. We note that you ask an increase, on page 164 of the bill, for two clerks at $1,000 each, and that you drop two copyists.

Mr. WRIGHT. Yes, sir; that makes $200 difference. We have no use for copyists; and the civil-service people have dropped the copyists examination. Our work is all clerical.

Mr. McCALL. That is not according to the civil-service regulations?

Mr. WRIGHT. Not now. They used to have a copyist examination, which was of a lower grade than that for the clerical force, but that has been abandoned. We ask for copyists on the clerical register, though we have no use for copyists. I want to drop that and make it for clerks.

Mr. McCALL. Have they been performing clerical work?

Mr. WRIGHT. Oh, yes. We have to appoint them as copyists.

Mr. McCALL. It does not take them out of the classified service and put them in the unclassified service?

Mr. WRIGHT. No, sir. The same people will stay.

Mr. McCALL. You ask an increase of two laborers.

Mr. WRIGHT. The reason is simply this: Until last year the Public Printer, on our requisition, wrapped all the volumes for mailing. We could make a requisition for a thousand volumes, and the Public Printer would charge it to us. He will not wrap them any more, and we have not the force to do it. There is considerable delay involved in wrapping. I do not think that we shall want two men all the time; but we want to be able to hire them, and pay them out of our miscellaneous fund. It is not quite the right thing to do. That is the reason for it. I would like to call your attention to the language in italics on page 165. We can do that now, but the trouble lies in the fact that we are always having trouble with the Comptroller, to get him to allow us to do that. We want the privilege of making a special bulletin, and we want to pay in a lump. For instance, I may want a man to take statistics as to baths in industrial establishments, and things of that kind, and I want to be able to pay him. We do it now, and the Comptroller allows it; but there has been a question about it, and we thought we would settle it by having it authorized. It is authorized by Congress, and it does not cost any more money. It is simply to settle with the Comptroller.

Mr. McCALL. I note in your estimates for 1896 that you had $54,000, and there was appropriated $60,000; and in your estimates for 1898 you submit $60,000.

Mr. WRIGHT. That was appropriated last year.

Mr. McCALL. Yes; but the estimates were only for $54,000.

Mr. WRIGHT. Congress gave us this for a supplemental bulletin relating to an investigation which Congress authorized. Congress did not want to make an appropriation for that specific investigation, and I suggested to put it on the miscellaneous, which was done.

Mr. McCALL. Can you not get along with $54,000 this year?

Mr. WRIGHT. We would be in a worse box than before if that were done. I would like to make a little statement as to the work of the Department of Labor. We did our level best in these estimates to avoid asking any more than we have had before. We have tried to do our share in not asking for more. I have a short paper here which will show our work, and I can read it in a few minutes.

The paper was read, as follows:

MEMORANDUM OF THE WORK OF THE DEPARTMENT OF LABOR.

1. The Department is engaged in completing its Eleventh Annual Report, which relates to the employment and wages of women in comparison with the employment and wages of men, how far women have superseded men in industries, etc. The investigation on which this report is based was ordered by Congress.

2. An investigation relating to the effect of machinery upon labor and the cost of production, not only in labor, but in time and money. The field work of this investigation is closed, and the Department will soon take up the tabulation and classification of the results. This investigation was ordered by Congress.

3. The Department has been engaged for some time in making a report upon wages paid in all the leading countries of the world. The facts have been taken entirely from official documents, and will be classified so as to be readily usable. Nearly one million entries have already been made. It is hoped to have this report ready before the meeting of the Fifty-fifth Congress.

4. The Department is in the midst of the field work of an investigation relating to the economic aspects of the liquor traffic. Three features of this investigation are now under way:

(*a*) *The liquor problem in relation to industry.*—Under this head comes the consideration of the effect of the use of intoxicating liquors in manufacturing establishments, upon railroads, etc., kinds of work which lead to the use of such liquors, and all such matters.

(*b*) *Revenue derived from the liquor traffic.*—Under this head the Department is collecting all the information relating to the revenue derived from the liquor traffic from every source, including the Federal, State, county, and municipal governments.

(*c*) *The liquor traffic.*—Under this head the Department is attempting to secure information as to the cost of carrying on the liquor traffic, the number of persons employed therein, the capital invested, etc.

5. All the departments and bureaus of labor in the country, including the Federal and State offices, thirty-three in all, voted last summer to take up, uniformly and contemporaneously, an investigation in the whole country relating to the municipal ownership of gas, electric, and water plants. The Department will commence its part of this investigation early in 1897.

6. The Department has collected a great deal of most excellent information relating to the social, moral, and economic condition of the Italians of Chicago, and will soon undertake the tabulation of the results.

7. We are now formulating an investigation relating to the economic progress of the negroes in this country.

Publications.—The Department has published ten annual reports and eight special reports, and is now, under the authorization of Congress, publishing a bimonthly bulletin. The annual reports contain the results of the most extensive investigations carried on by the Department, while the special reports contain the results of exhaustive studies of different economic and social questions, and the bulletin the results of brief, original inquiries.

Mr. McCALL. How much of that fund for this year, 1897, has been expended in the four months?

Mr. WRIGHT. We are obliged by law to send in a statement of this expenditure, and it will come in a few days. I can send you the amount of that. My impression is that about one-third of it has been expended. We are now increasing work in the field. The money will all be used before July.

Mr. McCALL. Your estimates for 1897 for stationery are $1,000, and you got $1,500. You now ask $1,500.

Mr. WRIGHT. That is caused by the publication of the bulletin. We will have to use more stationery.

Mr. McCALL. It requires an additional appropriation to prepare the material and additional money for stationery?

Mr. WRIGHT. Of course. Congress authorized the bulletin, but did not make the special appropriation for it. We could not get on without that, because we run behind right along.

DECEMBER 5, 1896.

STATE, WAR, AND NAVY BUILDING.

STATEMENT OF GEORGE W. BAIRD, CHIEF ENGINEER, U. S. N.

Mr. McCALL. On page 103 you ask for an assistant engineer.

Mr. BAIRD. It is necessary. When the building was erected it was lighted exclusively by gas, and afterwards electricity was put in. I have been superintendent a little over a year. The expense for the electric light, although twice as much light has been furnished, has been the same. It was paid out of the appropriation for fuel and lights; but it occurred to me, and I suggested it to the Civil Service Commission, that it would be better to have the money and pay this man, and take it from the fuel and lights appropriation, and give it to him as a salary, making it a

permanent appointment. He is there now, and it costs about a thousand dollars a year, which is just what the others receive.

Mr. McCALL. Is this amount deducted from the other fund in the estimates?

Mr. BAIRD. It is.

Mr. McCALL. The next item is for wireman, $1,000.

Mr. BAIRD. Formerly we used to send out and get a wireman to come in and do repairs, but now we do our own repairs. We take care of the whole building. It costs less than formerly, when it was done under contract. The Civil Service Commission suggested that I pay this man a salary instead of paying him from the item for fuel and lights, and that has been deducted.

Mr. McCALL. Would he be in the classified service?

Mr. BAIRD. Yes, sir.

Mr. McCALL. Is he paid out of the general fund?

Mr. BAIRD. Yes, sir; he is paid out of the fund for fuel and lights. The funds of fuel and lights and salaries are all that I have. I have to work that man on Sundays sometimes.

Mr. McCALL. The next item in which you ask an increase is the plumber's salary, from $900 to $1,000?

Mr. BAIRD. Yes, sir; for this reason—the plumber does plumbing and roofing as well as stone work. I do not think we can refuse that very well. The man is dissatisfied, and thinks he ought to get more. I think it would be economy to give him the additional $100.

Mr. McCALL. How long has he been there?

Mr. BAIRD. Eight years. We do not have to look after him. He is willing to stay and saw wood after 4 o'clock.

Mr. McCALL. It is not probable that the Government will lose his services?

Mr. BAIRD. Well, he is dissatisfied. I hope that we may not lose his services.

Mr. McCALL. You ask for a roofer at $720?

Mr. BAIRD. We have been employing an additional man on the roof at $2.50 per day. The roof measures acres, and it keeps that man fully employed two hundred and fifty days in the year.

Mr. McCALL. It would amount to about the same. Would this change place him in the civil service?

Mr. BAIRD. I think so, because the President's order of May 6 would put him there.

Mr. McCALL. Fuel and lights, repairs, and miscellaneous items; you ask for an increase of $5,225?

Mr. BAIRD. Yes, sir; but that includes $2,400 for a pair of boilers.

Mr. McCALL. In your note you set out specifically what that is.

Mr. BAIRD. Yes, sir. I have asked that for fuel and lights, and four years ago the price of coal dropped; but since then it has gone up again, and I believe I will be compelled to have more money to meet expenses. It will cost $3,000 more than last year for coal, being an increase of 62 cents per ton. We burn nearly 5,000 tons of coal in a year. Last year we got about 5,275 tons and burned 4,948 tons. Toward the end of the fiscal year we made the contracts up to the 1st day of July, and I thought we would have to pay about 62 cents a ton more, but it cost more than that. I thought it would go up but I did not think it would go up so high. I used other money for the purchase of fuel, which left me short for repairs. I put that in so I could eek out without asking for more money.

Mr. McCALL. You ask $2,400 increase for boilers.

Mr. BAIRD. The boilers in that building are badly placed, being scattered, and it takes more money for men to take care of them. If they had not been scattered, but had been placed like the boilers in the new library building we could run them with less labor. Our boilers are in the courtyard, so as to have them outside the building in case of an explosion. One of our boilers is very old, having been used about twenty-three years, and it can hardly be said to be entirely safe. I can possibly make it do another year as a heating boiler. I would like to have the money now to put boilers in the courtyard and to abandon this one.

Mr. McCALL. Will it not be just as dangerous as a heating boiler?

Mr. BAIRD. No, sir; there is no pressure in a heating boiler, and it never warms beyond the boiling point. There is no danger at all.

Mr. McCALL. Do you consider that boiler is in a dangerous condition?

Mr. BAIRD. No, sir; I could hardly say it is in a dangerous condition; but I should say it is barely safe now. We watch it closely and put a test pressure on every three months. It is what is called a shell boiler, and it takes a long time to heat for steam. I want a boiler with which we can get up steam quickly. To keep steam constantly on is expensive.

Mr. McCALL. Another item is $2,045 for resurfacing the south courtyard.

Mr. BAIRD. That is Mr. Crawford's estimate. We can get along without it, but we ask for it. We have been patching it up constantly, and we are ashamed of it.

Mr. McCall. Another increase is $5,000 for repairing masonry about the building.

Mr. Baird. I want to show you what is happening in the building, and to do so I will show you some pictures, showing that the joints are freezing. I intended to have that done last summer, and would have done so, except for the rise in the price of coal.

December 5, 1896.

NAVAL WAR RECORDS.

STATEMENT OF LIEUT. COMMANDER RICHARD RUSH, SUPERINTENDENT NAVAL WAR RECORDS OFFICE AND LIBRARY.

Mr. Chairman and Gentlemen of the Committee: I would like to make a preliminary statement of the estimates that the office sent in for this year, because it bears upon the plan of reorganization which was submitted to this committee last year, with which I think all the members are familiar. The Secretary of the Navy requested me to state to the committee that the reason he submitted the plan again was because since that time it has received another year's experience in the office and it has been shown that it would be advisable to make the plan of reorganization if possible.

Mr. McCall. Is the estimate the same as the one that was submitted a year ago, or about the same?

Commander Rush. It is nearly the same, except there is a small deficiency, due to the issuance of 1,000 copies of two volumes.

Mr. McCall. How many volumes of this work have been completed?

Commander Rush. Four.

Mr. McCall. How many more of them have been already provided.

Commander Rush. Two additional appropriations have been made. The appropriation for the present fiscal year provides for two additional, making six.

Mr. McCall. Are you asking for an appropriation for additional volumes?

Commander Rush. It is the annual appropriation. We are now asking the appropriation for next year for two more volumes on the present basis; but, if the plan of reorganization be adopted, it will increase the plan and make four volumes.

Mr. McCall. If that plan is not adopted you will not want so much money?

Commander Rush. No, sir; we will not want more than enough for two volumes.

Mr. McCall. How much do they cost?

Commander Rush. Each edition of 10,000 copies of each volume would cost $9,000.

Mr. McCall. There are only two volumes provided for this fiscal year, $18,000.

Commander Rush. Yes, sir.

Commander Rush here submitted the following paper:

Itemized estimate Naval War Records, December 5, 1896.

1. REORGANIZATION.

Providing for temporary expert services of one indexer, one proof reader, one statistician, and two civilian members of board of publication, in all	$11,100

2. PRINTING AND BINDING (ON BASIS OF REORGANIZATION).

4 volumes edition of 10,000 (vols. 7, 8, 9, 10), at about $9,000 each	$36,000
4 volumes edition of 1,000 (vols. 7, 8, 9, 10), at about $700 each	2,800
2 volumes edition of 1,000 (vols. 5 and 6), at $700	1,400
Total	51,300

3. PRINTING AND BINDING (ON PRESENT BASIS).

2 volumes edition of 10,000 (vols. 7, 8, 9, 10), at about $9,000 each	$18,000
2 volumes edition of 1,000 (vols. 7 and 8), at about $700 each	14,000
	19,400
2 volumes edition of 1,000 (vols. 5 and 6), at about $700	1,400
Total	20,800

Mr. McCall. In reference to the words in italics on page 107. If I understand you correctly, if you get the appropriation for two volumes, and the additional 1,000

copies provided for this year, you will want that text to stand down to the word "Navy," in the sixth line?

Commander RUSH. Yes, sir; we want an appropriation for a thousand extra copies of volumes 5 and 6, to make the series complete, the appropriation for the original volumes having been made last year. That is an extra item.

Mr. MCCALL. How much will the whole work make in contemplation of the scheme of reorganization?

Commander RUSH. We estimate about 20 volumes. It is a little hard to say, because we can not tell how much they are going to make, but it will be in the neighborhood of 20 volumes.

Mr. MCCALL. It is likely to go on for 8 or 10 years?

Commander RUSH. Yes; it would be economy to put it through.

Mr. HEMENWAY. Under this plan of reorganization, how many volumes would there be published each year?

Commander RUSH. The number would be about double; that is, about 4 volumes a year.

Mr. HEMENWAY. Would not the scope of the work and the number of volumes become greater?

Commander RUSH. Not at all. That is limited by the material we have.

Mr. MCCALL. If you undertook to double the number of volumes per year would it not require an increase in the force?

Commander RUSH. This plan of reorganization requires increased force.

Mr. MCCALL. How many?

Commander RUSH. Five or six. The idea of the plan is to make a certain amount of stability in the management of the work. This matter of publication runs through three years, and if the management is going to change the plans will be difficult to work out and bring to a successful termination. I have been in charge three years, and I hope to get out six volumes, and then clear out.

Mr. MCCALL. Do you not think it will in a measure be detrimental to the usefulness of the work?

Commander RUSH. Seriously; so I have advocated ever since I have been in charge, that a board of publication should be established in which there would be two civilian members and one naval officer, to have charge of the publication until completed. That would be in the interest of the Government. I have no interest in it myself, because I am going to be otherwise occupied, in going into my regular occupation, which is not book making.

DECEMRER 5, 1896.

HYDROGRAPHIC OFFICE.

STATEMENT OF COMMANDER C. D. SIGSBY, HYDROGRAPHER.

Mr. MCCALL. At the bottom of page 108 you estimate a general appropriation of $40,000. Why not appropriate specifically for the salaries paid from that fund?

Commander SIGSBY. I have already stated in a former communication that it could be done. I do not see any objection to it.

Mr. MCCALL. Would you be kind enough to furnish the committee with a statement showing the specific salaries covering this general appropriation of $40,000?

Commander SIGSBY. Yes, sir; I have something of that kind with me.

Mr. MCCALL. Is this force all under the civil service?

Commander SIGSBY. Everybody in my office is under the civil service, except four persons. I have three or four helpers which are paid on vouchers at so much per diem.

Mr. MCCALL. Suppose this were put in as suggested, would that change their status under the civil service?

Commander SIGSBY. I think not. These people, as a rule, are on the regular roll and they are kept there. It has been practically under the civil service for years.

Mr. MCCALL. On page 110 you ask $600 additional for rent for the purposes set forth in the preceding item. Is that necessary?

Commander SIGSBY. There is a decided necessity for that. I have called the attention of the committee to the fact that while we are doing twice as much work as formerly we have kept the same appropriation. We have been able to do that by new methods and by the introduction of a great deal of machinery. We must have more room. We are now crowded in unhealthy quarters in a small building. Last year the rooms were put in, but no money was appropriated. It is the most crowded building in the Government to-day considering the work done. We are right under the roof. We have gotten on by excavating into the cellar, but we can not dig any more. We must have room if we are to do successful work. I do not myself want to spread

this matter out. I have asked the same appropriation for several years and I think it ought to be granted.

I want to call attention to another thing. I did not put anything in for furniture and stationery. I am obliged to get stationery out of the branch office fund, and that is not right. I do not like to trim in that way. I would like to get it under a specific appropriation. The only way I can get furniture now is to repair old things, and that is expensive. In 1890 we had a contingent fund of $1,400, and that has been reduced until now we only have $150.

Mr. McCALL. How many people have you?

Commander SIGSBY. Seventy-five. We have 12 branch offices, and thousands of correspondents all over the world. This appropriation for furniture will simply give us a chance to buy furniture instead of having to repair, and we could also occasionally buy a carpet, an ice box, or an ice cooler.

Mr. McCALL. You want to insert that on page 109?

Commander SIGSBY. We want simply to put in the words "stationery and furniture." It is not to give me any more money, but simply to give me a chance to occasionally buy something we need. You may say that I can repair a table leg and make a table, but I do not want to do that.

DECEMBER 5, 1896.

NAVY DEPARTMENT.

STATEMENT OF MR. B. F. PETERS, APPOINTMENT CLERK, NAVY DEPARTMENT.

Mr. McCALL. We note here in your bill, page 104, that you suggest considerable changes, apparently on the face of the bill. We presume that that was brought about to carry out the spirit of the law enacted a year ago in keeping up with details, and having heads of Departments make details every six months. Is that true?

Mr. PETERS. Yes, sir.

Mr. McCALL. Please give to the committee a statement as to what has been done and the effect it is having upon the service.

Mr. PETERS. The Navy Department has not many clerks kept in any one bureau. In the past ten years it has been necessary to distribute the force as the work would increase in one bureau and decrease in another bureau. It has thus been necessary to shift the force. We had to make promotions and transfers from one bureau to another, and when this section 3 of the last legislative appropriation act was enacted compelling the Secretary to make details every one hundred and twenty days, he concluded that it would give him very much less trouble and be more satisfactory to the Department and to the clerks if they were all appropriated for as they were working.

Mr. McCALL. That was the purpose of the change. What effect, if any, has that had upon the service? State whether it has bettered it, altered it; whether it has been detrimental, satisfactory, or unsatisfactory to the Department.

Mr. PETERS. I do not think the clerks in the Navy Department can ever stay as they are appropriated for. We are not like the other Departments, with the exception of the State Department. Take one bureau with three or four clerks, and if any extra men are needed for work we will have to detail them from another bureau where, perhaps, the work is letting up. We can not keep persons working in the same bureau all the time; and hence they are detailed. We generally call upon the Civil Service Commission for low-priced clerks, say $720, and try to get those who have been in the Departments and demonstrated their merit. As they demonstrate merit they get promotion, if they are able to do the work in such manner as to justify it.

Mr. McCALL. Could not that be avoided if the order of the President of May 6, 1896, were carried out, by which promotions could be made by competitive examination?

Mr. PETERS. It will make an absolutely true index of the merit of each clerk, and if a vacancy occurs in an $1,800 clerkship the best $1,600 man in the Department will be promoted to that place.

Mr. McCALL. It will depend upon competitive examination, and will not rest with the head of the Department or the chief?

Mr. PETERS. It would not. It rests now with the head of the Department or the Chief of the Bureau.

Mr. McCALL. With that rule enforced, why can not you take care of your people under this new system of detailing every four months?

Mr. PETERS. It could be done, but the Secretary, having so many to transfer in the small number (166) every four months, he concluded that he would rather have the appropriation made for them in the positions in which they were working.

Mr. MCCALL. That was the very purpose of the legislation?

Mr. PETERS. Yes, sir; it was. Take the position of draftsman, estimated for in the Naval Intelligence Office. He makes a detail from the Bureau of Construction and Repair of a draftsman for the Naval Intelligence Office, who is getting $1,400 per year. It was necessary to have the draftsman in the Naval Intelligence Office because of the increased number of men in the Navy, and because of the large number of ships put in commission, which required all the officers that could be spared from the Department. The consequence was that they had to put a civilian there. That detailed man was put in the Naval Intelligence Office.

Mr. MCCALL. From what fund is he paid now?

Mr. PETERS. He is paid from the Bureau of Construction and Repair.

Mr. MCCALL. Does he draw a specific salary?

Mr. PETERS. Yes, sir; $1,400.

Mr. MCCALL. On page 106, at the bottom, you insert, "One assistant draftsman, $1,400." Is that a new man?

Mr. PETERS. That is a new man entirely.

Mr. MCCALL. He is not on the roll of the Bureau of Construction and Repair?

Mr. PETERS. The man who is there doing that work is now carried on the rolls of the Bureau of Construction and Repair; but that Bureau wants him back, and these people must have a draftsman.

Mr. MCCALL. This provides for a new man?

Mr. PETERS. Yes, sir.

Mr. MCCALL. I am informed that this Naval Intelligence Office has been submitting estimates each year, and they have not been carried into the bill.

Mr. PETERS. No, sir; we have never had the employees appropriated for.

Mr. MCCALL. What is the purpose of that office?

Mr. PETERS. The Naval Intelligence Office has got all sorts of data from attachés abroad concerning the military and naval forces of foreign nations, a very large percentage of which is technical, and it is to be used presumably in case of foreign complications. The office publishes an annual, which is very much in demand, and is supposed to be the best work of its kind.

Mr. MCCALL. You have no office now of Naval Intelligence?

Mr. PETERS. We have no Office of Naval Intelligence appropriated for. We have had one for about twelve years. At first we had one officer detailed to collect data as to vessels, docks, yards, and everything relating to foreign countries, and the work grew to such an extent that this Bureau was established.

Mr. MCCALL. They have been getting this information by officers detailed for this purpose?

Mr. PETERS. Yes, sir.

Mr. MCCALL. The purpose of this is to create a new bureau?

Mr. PETERS. It is created now, not by law, but by power of the Secretary.

Mr. MCCALL. The purpose is now to create it by law.

Mr. PETERS. That would be the effect of it.

Mr. MCCALL. It would open up an additional opportunity for growth.

Mr. PETERS. There is no doubt of that. When they are established they grow.

Mr. MCCALL. Do you think that that information and data would be better gathered with the verbiage suggested in the bill than it is at present?

Mr. PETERS. That is more than I can tell you. I think you ought to call upon Lieut. Richard Wainright. He could give you more facts upon that than I could. It is a branch of the service having somewhat confidential relations, and it has been growing for ten years.

Mr. MCCALL. Have you a statement showing the result of this rearrangement of your forces as to whether it adds any additional men to your Department; whether it increases or reduces expenses, etc.?

Mr. PETERS. Yes, sir. It only increases the appropriation to the amount of $1,400 for the Naval Intelligence Office. I have a statement of it.

Mr. MCCALL. Please leave that statement.

Mr. PETERS. I will do so.

The paper is as follows:

	Appropriations, 1897.	Estimates, 1898.	Increase.	Decrease.
Secretary's Office	$51,010	$47,570	.....	$3,440
Bureau of Navigation	26,120	29,720	$3,600	.....
Bureau of Yards and Docks	10,580	8,980	.....	1,600
Bureau of Equipment	7,780	8,280	500	.....
Bureau of Ordnance	12,480	11,780	.....	700
Bureau of Construction and Repair	13,380	11,980	.....	1,400
Bureau of Steam Engineering	8,840	11,140	2,300	.....
Bureau of Supplies and Accounts	36,840	39,180	2,340	.....
Bureau of Medicine and Surgery	11,860	8,740	.....	3,120
Judge Advocate-General's Office	10,460	10,360	.....	100
Naval War Records Office	15,680	15,480	.....	200
Library	2,380	2,580	200	.....
Hydrographic Office	5,440	5,440	.....	.....
Naval Observatory	37,460	37,460	.....	.....
Naval Intelligence Office	.....	3,260	3,260	.....
Nautical Almanac Office	15,480	15,240	.....	240
	265,790	267,190	12,200	10,800
		265,790	10,800	
		1,400	1,400	

Mr. PETERS. We had, outside of the Naval Observatory and the Nautical Almanac, 165 persons appropriated for last year, at a cost of $265,790, and the estimates this time call for $267,190, a difference of $1,400. When the estimates were made, the Secretary sent the following circular to all the chiefs of bureaus.

The circular was read, as follows:

[Circular letter.]

NAVY DEPARTMENT,
Washington, July 30, 1896.

SIR: In making the annual estimates for your Bureau for the fiscal year ending June 30, 1898, for clerks, messengers, assistant messengers, laborers, etc., who are paid out of the appropriation "Legislative, judicial, and executive expenses of the Government," you will estimate only for the force paid out of the above appropriation working in your Bureau, and no increase or decrease in the pay of any individual shall be estimated for.

Very respectfully,

H. A. HERBERT, *Secretary.*

CHIEFS OF BUREAUS, *Navy Department.*

Mr. MCCALL. He is carrying out the letter and spirit of the law?

Mr. PETERS. Yes, sir. After this letter was sent he concluded to allow the draftsman to be estimated for in the Naval Intelligence Office.

DECEMBER 8, 1896.

PENSION BUREAU.

STATEMENT OF MR. D. I. MURPHY, COMMISSIONER OF PENSIONS

The CHAIRMAN. I see in the estimates for 1898 you ask for the same amount as appropriated for 1897.

Mr. MURPHY. Yes, sir.

The CHAIRMAN. Of course, you recognize the necessity of our reducing wherever we can and wherever it is possible to reduce, for the purpose is to bring in the bill at a sum total of amount less than the estimates, so when we reach a department as extensive as yours one would reasonably believe, by investigation or reorganization, etc., you might give us a reduction.

Mr. MURPHY. I hardly think it is possible to reduce that for the next fiscal year. I have gone into this matter with very great care, and I do not see where I can reduce without crippling the service.

The CHAIRMAN. Have you the same amount of work for this force to do as during the current year?

Mr. MURPHY. Yes, sir. There are four hundred and odd thousand cases waiting to be settled in the Pension Office—I will tell you in a moment by referring to my report. On the 30th of June last there were pending 495,664 claims of all classes and kinds.

The CHAIRMAN. That is page what of your report?

Mr. MURPHY. You will find that on page 4, under the head of "Work of the Bureau," and Table No. 19 presents the matter in detail in the back of the book.

The CHAIRMAN. Is that number an increase or a decrease over the number in preceding years?

Mr. MURPHY. That number is a decrease over last year of 56,546, or about 10 per cent.

The CHAIRMAN. Does not that justify a reduction in any division if it is 10 per cent?

Mr. MURPHY. I should think not for the next fiscal year. It may be that the year following there may be a material reduction in the force, but not the coming year.

The CHAIRMAN. On page 155 included in parentheses are the words, "who shall be experts in their profession." Is that simply an error of print, or do you desire that to be excluded?

Mr. MURPHY. Well, I have no special idea in that matter at all.

The CHAIRMAN. Then it had better remain?

Mr. MURPHY. Well, probably so.

The CHAIRMAN. There is included in parentheses also "who shall be surgeons of education, skilled and experienced in their profession."

Mr. MURPHY. I have no objection to that. As these gentlemen come through the civil service we presume they should be gentlemen of education, skill, and experience. They are all civil-service places, you know.

The CHAIRMAN. But this is "in their profession."

Mr. MURPHY. I understand, sir.

The CHAIRMAN. You do not object to that continuing?

Mr. MURPHY. Not at all, sir.

The CHAIRMAN. Then you have no objection to the current law?

Mr. MURPHY. No, sir.

The CHAIRMAN. Now, Mr. Commissioner, we come to that which of course we are all qualifiedly familiar with, the matter of your details for the purpose of making special examinations, etc. Congress has been very generous during 1896 and 1897 in this item as you know.

Mr. MURPHY. Yes.

The CHAIRMAN. We have had some discussion in the House and I presume the House is familiar with the usefulness as well as the line of work that this body of special examiners perform. What is the objection to a reduction of that now? Do we understand that character of examination is to continue forever?

Mr. MURPHY. Well, not forever; but Mr. Chairman I have over 15,000 cases awaiting investigation in the field now.

The CHAIRMAN. Is that a part of your report?

Mr. MURPHY. Yes, sir.

The CHAIRMAN. We have just gotten your report and we will look over it with care.

Mr. MURPHY. Table 18 shows the work of that branch of the Bureau. On the 1st of July, 1896, there were 15,726 cases awaiting investigation in the field.

The CHAIRMAN. How does that number awaiting investigation compare with preceding years at the same date?

Mr. MURPHY. It is a reduction compared with the previous year of nearly 3,000. It may be possible, Mr. Chairman, that I can reduce that amount by $50,000, for I have inaugurated a new system recently which saves some investigation in the field, and I am willing to throw off $50,000 from that estimate made some time ago. I think we can get along with $450,000.

The CHAIRMAN. You think you can make no reduction in the force? If you will look at the bill, which is before you, you will observe in 1888, 1889, 1890, and 1891 there was less appropriation than we at present allow. Of course, the act of 1890 comes in, but if you observe, in 1892 when the act of 1890 was in force, in 1893 with a deficiency, even up to 1894, with a deficiency added, there was less than $500,000 appropriated for this division of your work; and I think you must be familiar with that because you were then connected with the administration of the Bureau. Was there not at that time a larger body of work awaiting investigation by these special examiners?

Mr. MURPHY. You are speaking now of 1894?

The CHAIRMAN. I see in 1894 you had $400,000, including a deficiency?

Mr. MURPHY. Yes. Now that requires an explanation. Under the administration previous to that there was very little field examination, you remember.

The CHAIRMAN. You mean when we appropriated a sum total of $415,000 there was a qualified field examination?

Mr. MURPHY. For 1892 and 1893.

The CHAIRMAN. In what way have you broadened this?

Mr. MURPHY. Under the act of June, 1890, cases were much more easily settled, and when an applicant filed a claim under that act and had a general law case pending for investigation in the field the investigation in the field was stopped at once and the case returned to the Bureau and the claim under the act of June, 1890, settled; but in 1894 these general-law cases were called up all the time and we were compelled to send these examiners out on general-law cases. That caused a large increase of expenditure.

The CHAIRMAN. You claim after 1890 the Pension Bureau in its administration set aside the cases under the general law, and an application by a man seeking a pension was made under the act of 1890, believing that would expedite at least a limited pension for him, and his claim under the old or general law stood?

Mr. MURPHY. That is correct.

The CHAIRMAN. And therefore the field examination was more limited because there was a postponing of the application under the old or general law?

Mr. MURPHY. That is true, sir.

The CHAIRMAN. And as I understand from your testimony to the subcommittee having charge of the pension appropriation bill it is for the purpose of pressing those cases under the old law——

Mr. MURPHY. Yes, sir.

The CHAIRMAN. And that is wherein you claim will be the usefulness of this special examination force?

Mr. MURPHY. You are right; exactly right.

The CHAIRMAN. Now, we will finish this paragraph. I see in italics here "and the Secretary of the Interior shall so apportion the sum herein appropriated as to prevent a deficiency therein." That being included in parenthesis signifies, if it is not a clerical or printing error, a disposition on the part of your Department not to have that language incorporated in the present bill?

Mr. MURPHY. That paragraph is something new.

The CHAIRMAN. It is in the current law.

Mr. MURPHY. I have no objection to that at all. That can stand.

The CHAIRMAN. Then you do not think you can cut down your estimate for 1898 of from $500,000 to $400,000 for these special examiners?

Mr. MURPHY. I think $450,000 is as far as I can possibly go with justice to the service.

The CHAIRMAN. And you would have remain in "and the Secretary of the Interior shall so apportion the sum herein appropriated as to prevent a deficiency therein?"

Mr. MURPHY. Yes. May I call attention here to a few words in this bill, on page 126, and that is in regard to the words, "For per diem, when absent from home and traveling on duty outside of the District of Columbia."

I think those words "outside of the District of Columbia," ought to be stricken out of that bill, for this reason, that in the District we have five special examiners who are about the busiest men in our service. The cases here in the District are mostly colored cases in which it is very hard to get testimony, etc. The men work early and late, and they are required to go outside of the city and around the outskirts, and they can not get per diem; and sometimes when they go to a place like Alexandria they have to buy their dinner, etc. They are constantly under expense, and they get nothing but their salary, and it works a hardship very often.

The CHAIRMAN. If they go to Alexandria do they not get a per diem?

Mr. MURPHY. No, sir. We hold that down very close and the men here are in the field just as much as those in Montana or South Dakota.

Mr. HEMENWAY. You have what is known as a safety or saving slip in the Department?

Mr. MURPHY. Well, we had, but I abolished it some two or three months ago.

Mr. HEMENWAY. It is the duty, as I understand it, of a special examiner after having taken evidence to sum that evidence up and make his report to the Commissioner of Pensions.

Mr. MURPHY. Yes, sir.

Mr. HEMENWAY. Is it contemplated by your rules he shall go outside of the evidence and make a summing up of statements made by persons who refuse to testify?

Mr. MURPHY. That is not the rule.

Mr. HEMENWAY. I have one case in particular where I find the special examiner in summing up the evidence he has taken repeatedly uses this language, "that he was told by so and so that certain things were true; and from what he had heard at different points so and so was true;" and he makes a summing up and a recommendation wholly based upon what some one said that some one else said about this case, but does not consider the evidence taken in the case at all. Now, that is not contemplated by the rules at all, that a man shall go outside of the evidence taken.

Mr. MURPHY. No, sir; that is a violation of the rules.

Mr. HEMENWAY. I understand this amount can be safely reduced to $450,000 without crippling the service.

Mr. MURPHY. I think so, and I will give you the reason for that if you will pardon me for a moment. It was the custom for many years in the Pension Office where a case was under investigation, to get a list of the surviving comrades of the claimant and to send to different parts of the country and investigate these witnesses. It was found a very large percentage of those people did not know anything about the case, and we were simply consuming time and money in making these useless investigations, and now I have adopted a new system which is mentioned in my report on page 11, and reads as follows:

"Because of the lapse of time and the wide separation of army comrades since the close of the rebellion, it has become difficult at this date for claimants to furnish the necessary evidence to connect their disabilities, or the cause of the soldier's death, with the service. In cases which appear to have merit it has been the practice to aid the applicants by obtaining a list of comrades and their addresses from the army and navy survivor's division and requiring special examiners to personally interview those named thereon.

In such cases the papers have heretofore been sent to one special examiner and then to another, all over the United States, each of whom would take up the case in its regular turn. The delay in concluding investigations of this character has long been a source of vexation and annoyance, both to claimants and to the Bureau.

After mature consideration, it is believed that a satisfactory and practical plan has been devised which will greatly expedite such investigations and materially lessen their cost. Hereafter, when a case is to be investigated, correspondence will be conducted directly by the Bureau (and not by the special examiners as heretofore) with those whose addresses are known, and the special examiners will be required to interview only those who, by their replies, indicate a personal recollection of the soldier and the incurrence of his alleged disabilities. It is thought that this plan will shorten the time necessary to investigate a case fully one-half. The importance of this matter will be realized when it is understood that the Army and Navy survivors' division, during the last fiscal year, was required to furnish the names and addresses of 25,969 comrades, all of whom were to be personally interviewed by special examiners in the field.

Mr. MURPHY. It is safe to say one-fourth of those knew nothing whatever about the case, and it was simply a consumption of time, labor, and money.

The CHAIRMAN. Returning to page 127 and the paragraph which we were considering, what is the number detailed of special examiners or other persons employed?

Mr. MURPHY. At the present time we have in the field 302 men.

The CHAIRMAN. Detailed for special investigation?

Mr. MURPHY. One hundred and fifty of them are regular special examiners.

The CHAIRMAN. One hundred and fifty of those come in the following paragraph, that is my purpose of inquiry. Now, does that number of 302 include the 150 special examiners?

Mr. MURPHY. Yes, sir.

The CHAIRMAN. Therefore in the field you have a total of 302 of your subordinate force?

Mr. MURPHY. Yes, sir.

The CHAIRMAN. Is not the detail a larger detail than heretofore?

Mr. MURPHY. It is 10 less than the current year.

The CHAIRMAN. You do not see your way clear to reduce the 150 special examiners?

Mr. MURPHY. No, sir; because of the large number of cases awaiting investigation which I want to conclude if possible.

The CHAIRMAN. Will you look on page 128 at the words included in parentheses? First, there is "an additional force of;" then, in the second line, "for one year;" then, in the fourth line, "and no person so appointed shall be employed in the State from which he is appointed; and any of those now employed in the Pension Office or as special examiners may be reappointed if they be found to be qualified." Do you desire the words included in parentheses stricken out of the statute?

Mr. MURPHY. They should be retained.

The CHAIRMAN. You desire the statute to remain as it is?

Mr. MURPHY. Yes, sir.

The CHAIRMAN. I see in the item below in parentheses the words, "for the purchase of statutes and other necessary law books for the Pension Office, $250."

Mr. MURPHY. I am very anxious to have that in, as I want it very badly.

The CHAIRMAN. It is not in the Book of Estimates?

Mr. MURPHY. I probably left that out without thinking.

The CHAIRMAN. It is the desire on the part of your Bureau to have that in?

Mr. MURPHY. Yes, sir.

Mr. DOCKERY. You did not transmit that estimate to the Secretary of the Interior?

Mr. MURPHY. I do not know why I did not, but I presume in the press of business

I probably left it out. Last year was the first year we had it, and that is probably why I forgot it.

The CHAIRMAN. Have you anything you desire to submit in addition to the statement you have made?

Mr. MURPHY. No, sir; I have not.

DECEMBER 8, 1896.

LIBRARY OF CONGRESS.

STATEMENT OF MR. A. R. SPOFFORD, LIBRARIAN OF CONGRESS.

The CHAIRMAN. You are doubtless familiar with the bill——

Mr. SPOFFORD. I am familiar with it.

The CHAIRMAN. As it is your own recommendation?

Mr. SPOFFORD. As reported in the estimates.

The CHAIRMAN. On pages 26 and 27 is the language of the current law. That we eliminate from the bill and come to the consideration of your recommendations, which are printed in italics.

Mr. SPOFFORD. Quite so.

The CHAIRMAN. You propose an increase of officials of $31,000, your present appropriation being $44,520, and the estimate for 1898 being $76,220, which is an amount exceeding the present appropriation of $31,000?

Mr. SPOFFORD. I beg pardon, Mr. Chairman, the present appropriation is $55,320 instead of $44,000.

The CHAIRMAN. Then I understand if we include the appropriation on page 30 for the employment of 12 clerks for the execution of the copyright law it would make your appropriation for 1897 $55,320?

Mr. SPOFFORD. Yes, sir; $55,320, it is in the statute.

The CHAIRMAN. Therefore, the proposed increase of estimate would be what?

Mr. SPOFFORD. $112,660 as against $55,320.

The CHAIRMAN. Therefore your estimated increase for 1898 is $57,340 over the appropriation for the current year?

Mr. SPOFFORD. Correct, sir.

The CHAIRMAN. That is including the copyright work?

Mr. SPOFFORD. And the Library proper.

Mr. MCCALL. Is this force recommended to man the new Library?

Mr. SPOFFORD. Quite so, sir.

The CHAIRMAN. Now, the first question I want to ask you is, in this proposed reorganization in connection with the administration of the new Library building do you increase the compensation of any of your present subordinate force?

Mr. SPOFFORD. Yes, sir; the compensation of the superintendent of the reading room.

The CHAIRMAN. Give us those salaries in detail which you propose to increase, and then the reason why you increase that force?

Mr. SPOFFORD. The superintendent of the reading room must be a competent librarian of wide acquaintance——

The CHAIRMAN. I am speaking of your present force. And we presume your present force, if equipped for their present work, are equipped for the work of the new building?

Mr. SPOFFORD. Quite so. There is one eminently qualified by an experience of over fourteen years in the library, by thorough education, by a wide acquaintance with books, science, and literature, and by a faculty of supervision and care and good address for the position of superintendent of the reading room, and when I am not present to take charge of it, and I have put down as an estimate for you an increase in his salary of from $2,500 to $3,000.

The CHAIRMAN. Now, go right along and give us the increases in your present force in salaries.

Mr. SPOFFORD. That is in the reading room. Then in the catalogue department I have contemplated what has been previously before your committee—the creation of a register of copyrights in the Library building, who shall be a bonded officer, have a thorough knowledge of law and its application to the administration of copyrights and their record, and I have recommended that his salary should be $3,000. He now receives $1,800, but this would be a new office, with new and larger responsibilities and requiring a bond, none of which is the case in his present condition.

The CHAIRMAN. Why does this catalogue department require a bond?

Mr. SPOFFORD. I have got a little ahead of the story, and I beg your pardon.

The CHAIRMAN. In what line of the bill do you make this increase of from $1,800 to $3,000 of which you are speaking?

Mr. SPOFFORD. He is in the copyright department, on page 30, in the item for register of copyrights, $3,000.

The CHAIRMAN. Go down the bill, if you please, in reply to my inquiry as to your increases of your present force. Now we are at the chief of the catalogue department.

Mr. SPOFFORD. He receives now $2,500.

The CHAIRMAN. And you increase him to $3,000?

Mr. SPOFFORD. I have contemplated that on the ground of the larger force under him and larger responsibilities and duties. He is a thoroughly equipped linguist and also a practical cataloguer, whose business is to receive all books as catalogued by whomsoever and assign them to their proper places in that great institution, and he must keep them in perfect order and organization, so that they may be found readily. His responsibilities will be largely increased in that library with the large space over the present series of little rooms, and he is worth that richly to Congress and to the country.

The CHAIRMAN. In the print of the bill from Librarian, at $3,000, where the increase is $500, down to the chief of the catalogue department, is there any increase of your force in compensation?

Mr. SPOFFORD. Not of compensation; no, sir.

The CHAIRMAN. Now turn over and go on. What other increases do you make in the compensations of your present force?

Mr. SPOFFORD. The superintendent of hall of maps and charts. He receives $1,800 at present, and I propose he shall receive $2,000, because of his long service and the greatly enlarged labor he will be required to perform in the thorough organization in that new building of the great department of maps and charts.

The CHAIRMAN. I see you estimate for superintendent of art gallery $2,000.

Mr. SPOFFORD. That is a new office.

The CHAIRMAN. That is a creation. Now, read right down the bill and let me know if they are any others of your present force increased in compensation.

Mr. SPOFFORD. I will, sir [examining bill]. There is no other, sir, except the superintendent of the law library at $2,000.

The CHAIRMAN. He now receives what?

Mr. SPOFFORD. There is no real superintendent, but there are two there who are on an equal footing of $1,400 each. I propose there shall be a skilled law librarian to be appointed hereafter, but whether he be removed to the new building or to remain in the Capitol, where the Supreme Court is, has yet to be determined upon.

The CHAIRMAN. There is a clerk in charge of the law library who receives $1,400?

Mr. SPOFFORD. Yes, sir; and another receives $1,400, and another $1,200. The increase for the law library is only from $4,600 to $5,500, $920 increase for that department.

The CHAIRMAN. Go to page 30 of the bill, to the copyright department. What subordinates of that department do you increase from their present compensation?

Mr. SPOFFORD. That would be virtually a new office, and I have rather contemplated, though I know not what the appointing power may be, or what recommendation may be followed, but I had contemplated the appointment of Mr. Paul Neuhaus, who is thoroughly equipped with a knowledge of the copyright business and who——

The CHAIRMAN. Is he outside of your office?

Mr. SPOFFORD. He is in the Library, and has been for sixteen years, and he is an invaluable man, sir.

The CHAIRMAN. As I understand, you reorganize that department and make it, as you call it here in the bill, a department under the Library and increase your allowances from $10.800 to $36,440.

Mr. SPOFFORD. There has been no allowance in the copyright department of $10,000. There is vastly more than that now expended because, out of my entire clerical force provided for here now in service, 24 and occasionally 26 have to be employed on copyrights out of my whole force of 42.

The CHAIRMAN. What do you estimate the expense of the administration of the copyright department under the current law?

Mr. SPOFFORD. Certainly as much as $35,000, and I paid into the Treasury last year $53,000.

The CHAIRMAN. You submit, then, in your plan of reorganization in connection with the new Library building that the expense of the copyright department will not exceed the expense of the copyright department in your present building more than you have stated—$1,500?

Mr. SPOFFORD. It will not exceed that materially; no, sir. The most of the addition to the force will be essential in the supply of books and information in that great new building, in taking care of the books on the shelves and keeping their arrangement perfect, and attention to the duties which will be required in so vast a field as compared with the present narrow quarters, and not in the copyright department; that will be just about equal to what it is now.

Mr. DOCKERY. I would ask you in this connection to send a letter to the chairman

of this committee, giving in detail the force and the salaries paid for the conduct of the copyright business under the existing law?

Mr. SPOFFORD. I will do that this afternoon.

The CHAIRMAN. And we wish a list of your force under the existing law and the salaries now attached——

Mr. SPOFFORD. And occupation?

The CHAIRMAN. And occupation.

Mr. SPOFFORD. I understand clearly.

The CHAIRMAN. Then a parallel list of the force you propose to employ in that division in the new Library, together with their proposed compensation as contained in this bill?

Mr. SPOFFORD. Those I regard as new offices.

The CHAIRMAN. That will be a part of the column.

Mr. SPOFFORD. That will be a part of the column; I think I understand, Mr. Chairman, and I will furnish it.

The CHAIRMAN. Does not your plan of reorganization of your copyright department increase compensations for the same work in the future as is now done?

Mr. SPOFFORD. It contemplates a slight increase only in one case of from $1,600 to $1,800, that is all, sir; but there will be much more labor thrown upon that man in the new building.

The CHAIRMAN. That is all?

Mr. SPOFFORD. I think so, but I will submit that in detail and if I make any mistake here it will be corrected in the written statement.

The CHAIRMAN. In your plan of reorganization, so far as your clerical force is concerned, is it the result wholly of your experience, or have you brought into the consideration of your great building the judgment and opinion of your associates in administrations equally as great or almost as great as the Congressional Library?

Mr. SPOFFORD. Yes, Mr. Chairman.

The CHAIRMAN. It is the result of consultation on your part with distinguished associates?

Mr. SPOFFORD. I may say this, that owing to the great——

The CHAIRMAN. Understand me, I have not questioned your judgment.

Mr. SPOFFORD. But simply the facts as to how I have made up my estimate, and I will say it has been done in a twofold way: First, the result of long experience; secondly, by comparing the actual force employed in the administration of other great libraries at home and abroad. I sent through the Department of State a few months ago to the officials of the British Museum a series of inquiries and received their reply, and I found a summing up of this in the result: There are employed in the same department of the British Museum library as I just contemplated, excluding the copyright department, of which they have nothing—that being Stationers Hall, London, wholly independent of the British Museum library—there are employed in the British Museum library proper in their department of printed books, manuscripts, prints, and drawings, and one more called Oriental books and manuscripts, 200 clerks, at salaries varying from $6,000 and a house for the librarian in chief, $3,750 for his first assistant or keeper of printed books, who stands in the center of the great British Museum rotunda and administers the library, down to runners at $40 and $60 a month. So you see there are employed in that great library, which has no copyright department, 200 employees, excluding all care and custody of the building, and their aggregate salaries sum up $225,000. In the Boston Public Library, the next largest in the——

The CHAIRMAN. Let me ask you, then, in connection with the British Museum library, is not the usefulness or the demands or calls upon that library much broader and larger and greater than the calls and demands upon the Congressional Library?

Mr. SPOFFORD. Undoubtedly.

The CHAIRMAN. Is it not in its field of usefulness or information very much broader and different from the rules governing our Congressional Library, requiring a very large body of subordinate force?

Mr. SPOFFORD. Yes; as evidenced by the fact it is the center of a metropolis of 5,000,000 people, whereas we have but 275,000. Besides that they have 1,800,000 volumes, and we have only 740,000 volumes, and we have no circulating department whatever, except for Congress and certain officials, and that entails additional labor. But they have no copyright department whatever, and we have a very extensive one, and I conceive in asking for 98 employees, including the copyright department and the management and the administration of the library proper, and cataloguing, that I am making an extremely modest and conservative estimate as to what will be required, and their compensation amounting to $225,000, against what I have asked for—in all, of $112,000—seems to me to be extremely modest. You see they have double the expense.

The CHAIRMAN. In that connection it must not be forgotten that almost every bureau in this Government at Washington, as well as every Department, has its library with a subordinate force?

Mr. SPOFFORD. True. Now as to the Boston Public Library they have 112 employees with 500,000 volumes.

The CHAIRMAN. That is a public library.

Mr. SPOFFORD. The Boston library is a great public free library. They have a large circulating department and we have not anything to correspond with that, but then they have no copyright department. They have a building two-thirds the size of ours and there they have 112 employees and I have asked including the copyright department only 98, and if you take out the copyright department I only ask 68 men as against their 112.

The CHAIRMAN. How do their salaries compare with yours?

Mr. SPOFFORD. Their librarian receives $5,000 and I receive $4,000; the first assistant receives, I think, $3,000, and so on down. The salaries are larger than Congress pays, in point of fact and proportionately.

The CHAIRMAN. Is the subordinate force paid larger than you propose?

Mr. SPOFFORD. No, sir; because they are nearly all girls, but it is a much larger force.

The CHAIRMAN. I see you have some print there?

Mr. SPOFFORD. It is simply a leaf out of the estimates as printed at the Treasury.

The CHAIRMAN. I thought you were reading from some information you had received.

Mr. SPOFFORD. Nothing except the special report made by instruction of Congress a year ago by me, which involved the duties of the librarian, etc.

The CHAIRMAN. Have you in that report information from several others of the libraries of the country?

Mr. SPOFFORD. No, sir; not at all.

The CHAIRMAN. Have you anything in print showing the subordinate force of other great libraries in detail, together with the number, compensation, etc.

Mr. SPOFFORD. Only as to two or three libraries which may be deemed analogous.

The CHAIRMAN. What have you?

Mr. SPOFFORD. The British Museum Library and the Boston Public Library. There are no others that could be brought into proper comparison, because there are none others one-third as large as ours in this country. I see you desire particulars as fully as may be and I will endeavor to make the tables up.

The CHAIRMAN. I desire parallel columns of our library, the British Museum Library, and the Boston Public Library.

Mr. SPOFFORD. Yes. I desire to say to the committee, if you will permit me, Mr. Chairman, that the Joint Committee on the Library, instructed at the last session to investigate and make a full report as to the organization of the Library in all its departments in the new building, has had a long and laborious series of sessions and has summoned five librarians from different parts of the country and has examined them in detail and that testimony is now being printed, and I should hope the committee will avail itself to some extent of it in making up their report to Congress.

The CHAIRMAN. We will avail ourselves of that. You will send us that list at your earliest convenience?

Mr. SPOFFORD. The very earliest, as I am aware of its importance.

The CHAIRMAN. Go to the item on page 29 of the purchase of books for the Library. You increase the estimate from $4,000 under the current law to $8,000?

Mr. SPOFFORD. That is necessary for the information of Congress, and it is very important of course. We used to get $15,000 a year.

The CHAIRMAN. Not for some years?

Mr. SPOFFORD. Fifteen years ago; then it was cut down successively to $12,000 and now to $11,000, and one third of that is necessarily expended in keeping up periodicals which are invaluable to Congress and to the public resorting to the Library.

The CHAIRMAN. I see the purchase of books under the direction of the Chief Justice is increased from $1,500 to $2,000.

Mr. SPOFFORD. I think not, sir.

The CHAIRMAN. Look at page 29 of the bill.

Mr. SPOFFORD. It was not in my estimate, I am sure. [Examining bill.] Well, that was not done at my instance; it was not in my estimate as printed by the Treasury. I beg your pardon, it is $2,000. It was $2,000 some years ago and that was put in by me after all. I had forgotten I put it in there. Fifteen hundred dollars will be enough for the reference books for the justices, and they form a part of the Library.

The CHAIRMAN. And that remains as it has been?

Mr. SPOFFORD. I think it will be very proper that it should remain at $1,500, but the appropriation for the purchase of law books should be increased. Now, allow me to correct my correction.

"For purchase of law books for the Library, under the direction of the Chief Justice, $2,000," instead of $1,500, that is right and is needed. The next item I thought you

referred to, but you were not referring to that, and that was for the purchase of new books of reference for the Supreme Court, $1,500, which remains unchanged, but the $2,000 is needed for the law books. That is to recruit the law library.

The CHAIRMAN. The next item is for contingent expenses of the Library. We allowed you $500 the current year. That is ample, is it not?

Mr. SPOFFORD. That will not be at all adequate for the new Library. The purchase of materials for keeping that Library clean alone will consume a great many dollars, and you must remember I have to pay the expense of a horse and wagon to deliver books at the residences of Members, carrying mail, and the business of the copyright department, which is all the time growing; so $1,000 instead of $500 will be absolutely necessary for the contingent fund. None will be expended except economically.

The CHAIRMAN. Your contingent fund, I suppose, maintains the cleanliness of that library.

Mr. SPOFFORD. Not to pay those who clean up, but it pays for all sorts of materials, such as buckets, brushes, soap, brooms; everything connected with that must come out of the contingent fund, and can not come out of anything else very well.

The CHAIRMAN. You observe on page 31 there is an item for fuel, light, repairs, and miscellaneous supplies, $35,000.

Mr. SPOFFORD. That would cover what I sugested if so construed by the Treasury officials.

The CHAIRMAN. Would not that cover all contingent expenses of the Library?

Mr. SPOFFORD. I do not see why it should.

The CHAIRMAN. Why would not "miscellaneous supplies" cover these expenses?

Mr. SPOFFORD. I have to buy ink, penholders, pens, pencils, and all varieties of such things for the use of the large force employed and I can not get it from the Government Printing Office as I used to do. The item of envelopes is a great deal of expense which has to be paid for out of the contingent fund, and the use is very large and will be much increased in the new building.

The CHAIRMAN. Can not contingent expenses stand as it has been, at $500?

Mr. SPOFFORD. Not at all; because I have to buy all stationery out of it, the use of which will be increased of course.

The CHAIRMAN. Why will the use of stationery be increased in matters of that kind; will it be double?

Mr. SPOFFORD. I do not say the stationery will be doubled, but I say there will be a large increase because there are more people to consume stationery in the service of the Library. The estimates make provision for an increase of from 42 to 98, a total increase of 50 persons, each of whom has to use stationery. This great Library can not be organized with these immense stack rooms without consuming an immense amount of stationery——

The CHAIRMAN. How close did you expend that item for contingent expenses last year?

Mr. SPOFFORD. I have used it so economically there is money turned into the Treasury each year, and I shall continue to practice the same economy if it is increased, but I could not get along with $500 in that building. That is utterly out of the question.

The CHAIRMAN. The next item for expenses of the copyright business is $500, the same as the appropriation for 1897. That will do you?

Mr. SPOFFORD. Yes, sir; that will be sufficient as I estimate.

The CHAIRMAN. Is it your estimate on page 30 for the custody, care, and maintenance of the new Library building?

Mr. SPOFFORD. It is, sir, and I will tell you how I arrived at that also. I arrived at it on consultation with Mr. Bernard Green, superintending engineer of the new Library building, who has had a large experience both there and in the War Department building for many years; also by comparison with similar service in that great building of the State, War, and Navy Departments, and I found that they have employed there in the custody, care, and management of that building 219 persons, at aggregate salaries of $121,340. I have estimated for that great building yonder, which is about 6,000 square feet larger, but not near so many rooms, for 78 persons as against 219 at salaries aggregating $48,600 as against $121,340, a very moderate estimate.

The CHAIRMAN. How did you make up the $121,000?

Mr. SPOFFORD. From the appropriations as made last year. I examined them.

Mr. DOCKERY. Did you make this estimate for the custody of the building, or did Mr. Green make it in fact?

Mr. SPOFFORD. Neither one made it independently, but it was made first by me and submitted to him, and we had two conferences, and it was amended in several instances as to the compensation paid, because he had more information than I. For example, part of the expenditures for the State, War, and Navy building are in gross; that is, not in specific salaries as I estimated, but I was informed they paid the charwomen $240 a year (they are only employed as you know a part of the time),

and so on all the way through. That is really a joint estimate by a man more expert than I am in the matter.

Mr. DOCKERY. What was General Casey's estimate?

Mr. SPOFFORD. It is substantially the same; it was a year ago and my recollection is it does not vary a thousand dollars. It was printed in the estimates of last year.

The CHAIRMAN. In your estimate for care, custody, and maintenance of the new Library building do you follow consistently the compensations now paid in the State, War, and Navy building when you come to watchmen, engineers, assistant engineers, firemen, elevator conductors, etc.?

Mr. SPOFFORD. I will indicate where there is any difference.

The CHAIRMAN. I see there is a difference in the matter of the chief engineer.

Mr. SPOFFORD. The chief engineer is put down for the new building at $1,500. He receives now in the State, War, and Navy building $1,200. We have 12 watchmen, as against 60 for that building, with compensation unchanged—$720 each.

The CHAIRMAN. They receive the same pay?

Mr. SPOFFORD. They receive the same pay. The assistant engineers receive $1,000 each, the same pay. There are 10 firemen at $720, as against 28 in the State, War, and Navy building. They receive the same pay. Electrician—they have no officer called—yes, they receive the same pay, $1,200. We have 3 elevator conductors, as against their 10, at $720 each, which is the same pay. We have 3 mechanics at $900 each, which is the same pay. We have 10 skilled laborers at $720, which is the same pay. We have 30 charwomen, as against their 80, at $240 a year, which is the same pay.

The CHAIRMAN. Go to the item for fuel, lights, and miscellaneous supplies, $35,000. That is entirely new?

Mr. SPOFFORD. That is wholly new because the building is wholly new. We have no such expenditure in the present library whatever. For that I am dependent upon Mr. Green's estimate. He is a civil engineer, and knows what it costs at other buildings, and knows what it has cost since they have introduced the electric lights and heating apparatus and got it at work in this present building. He knows all about it. This $35,000 is estimated by him as against $37,500 which the State, War, and Navy building has appropriated for the same purpose.

The CHAIRMAN. I presume the words "miscellaneous supplies" are necessary in that paragraph?

Mr. SPOFFORD. It seems to me to be quite necessary, because of just what we have been referring—the tools involved in keeping this enormous building clean and such matters, and also miscellaneous supplies includes locks, nails, and all sorts of matters connected with repairs, breaks in the machinery, and everything that could possibly be involved in keeping the plant in perfect order.

The CHAIRMAN. For furniture for library reading room, halls, copyright offices, etc., $50,000. That is the estimate you have submitted and that you have in detail I presume.

Mr. SPOFFORD. That is the one I prepared after spending many hours, first in going to the National Museum and with the late Professor Goode in examining the most approved exhibition cases that they have there, taking down the cost item by item for tables, chairs, desks, and exhibition cases. Then going to the furniture establishments, two of them, and taking the prices of such sofas, easy chairs, etc., as would be required for Senators and Representatives in their two reading rooms in that building, and such desks as would be required for the large force and copyright department and in the catalogue department, and chairs for the reading room which are movable.

I may say to the committee that the desks for readers in the public reading room or rotunda have been supplied and placed there and paid for out of the appropriation for the building. They are regarded as fixtures, but there will be a large supply of miscellaneous furniture to be distributed over all the rooms used in the building; also suitable curtains, carpets, rugs, etc., for the Senators' and Representatives' reading rooms and Library Committee room, all of which I went through in considerable detail myself and made up these estimates and submitted them to General Casey a year ago. It was thought best (I do not know whether the committee sanctioned it or not, but as the interior of that Library building has been highly decorated by a harmonious scale as to coloring, etc.) that the furnishings should be selected and purchased and put in, not under the direction of the Librarian, who ought not to have supervision of details with which he is wholly unacquainted in his profession, but under the supervision of the engineer in charge of the building, and General Casey said he was willing to undertake it as I was reluctant to do it. Now, since Mr. Green has been made his successor, I think he ought to take charge of that entire matter so that there may be harmony in the decorations there.

The CHAIRMAN. In your estimates for $50,000 of furniture there does that cover the entire Library building?

Mr. SPOFFORD. It does not, sir. For example, it is supposed there will be a room

in the attic devoted to a restaurant and kitchen. It does not include that at all. If Congress should authorize such a refreshment room, which exists in most of the public buildings, some caterer would take charge of that and of course would furnish his own plant.

The CHAIRMAN. My purpose of inquiry is to know whether or not this appropriation is to cover the equipment of that great building?

Mr. SPOFFORD. By no means it is.

The CHAIRMAN. Only such parts as would be actually in use in connection with the present volume of your Congressional Library?

Mr. SPOFFORD. That is correct, sir; and the copyright department, no more.

The CHAIRMAN. The next item is for expenses of removal of library and copyright collections to the Library building, $6,000. Have you information as to when you will commence that transfer work?

Mr. SPOFFORD. About the 1st of March.

The CHAIRMAN. Not before the 1st of March?

Mr. SPOFFORD. The building can not be in possession until that time.

The CHAIRMAN. General Casey's statement was, if you remember, that it would be ready in February.

Mr. SPOFFORD. Yes; but he did not designate any particular part of February. I presume that meant the last of February or the 1st of March.

The CHAIRMAN. You think $6,000 will cover the expenses of removal.

Mr. SPOFFORD. I so estimate. That is a provisional estimate, and could not be decisively ascertained. I have no doubt there will be some money paid back into the Treasury out of that, but not a large amount.

The CHAIRMAN. Is the pneumatic service in working order?

Mr. SPOFFORD. No, sir; but that is not intended for heavy business, such as the removal of this vast collection of books. It is for a quick transmission of books from the Library to the Capitol.

The CHAIRMAN. But will not that aid in removal?

Mr. SPOFFORD. Very slightly, if at all, sir.

The CHAIRMAN. What is the diameter of that tunnel?

Mr. SPOFFORD. It is 6 feet in height by 4 feet in diameter. It will carry a volume the size of the New York World, but——

The CHAIRMAN. I mean the tube?

Mr. SPOFFORD. The tube is one and the same thing.

The CHAIRMAN. The pneumatic tube?

Mr. SPOFFORD. It will be, you understand, a little traveling car to be shot with great rapidity by the use of compressed air. I can not tell you about that as it is not put in, but the engineer can tell you all about it.

LIBRARY OF CONGRESS,
Washington, December 9, 1896.

SIR: As promised yesterday, I inclose the comparison asked by you as to force and expenditure in two great libraries, as compared with those proposed in the estimates as needful for adequate administration of the Library of Congress, in all its departments, in the new building. The blanks unfilled in regard to the Boston Public Library could not be supplied, because Mr. Quigg had taken the data away for his report and could not be found in time. They will be furnished later.

Permit me to add that as regards increase of salaries asked for, the greatly increased labors of library service and catalogue in the new building will demand the highest skill and assiduity which the compensation, quite moderate as it is, will command.

A. R. SPOFFORD,
Librarian of Congress.

Hon. H. H. BINGHAM,
Chairman, etc.

P. S.—I presume that your committee will provide for a pro rata appropriation, on the basis of fiscal year 1897-98, for the three months' requirements of March to June, inclusive, of present year.

Present force of employees in the Library of Congress and how employed.

	Salaries.	Proposed increase in salary.
2 assistant librarians	$2,500	
1 head of catalogue department		$500
1 superintendent of reading room and library service		500
2 assistants	1,800	
1 head of department of maps and catalogues		200
1 head of copyright business under the Librarian		200
2 assistants	1,600	
1 cataloguer		
1 second assistant in copyright department		200
2 assistants	1,440	
1 in charge of binding and printing business		
1 disburser of library salaries and other accounts		
8 assistants	1,400	
1 in charge of international exchanges		200
3 assistants in reading room and at desk-book service		
2 in law library		
2 in copyright department		
10 assistants	1,200	
1 in law library		200
9 in copyright department		
10 assistants in copyright department	900	
2 assistants in library service, deliveries, collections, etc	900	
2 assistants	720	
1 in charge of newspaper files		
1 in mail, labeling, stamping, etc., service		
2 assistants	600	
1 laborer in law library		
1 assistant in general library		
Total		2,000

Comparative table (so far as details at hand permit) of proposed force and expenditure in the Library of Congress in its new building, as compared with similar service in the library of the British Museum and the Boston Public Library.

	Library of Congress.	British Museum.	Boston Public Library.
Area of building ... square feet	111,000	91,000	60,000
Number of volumes	740,000	1,900,000	475,000
Annual expenditure.			
1. Purchase of books	$15,500	$55,000	$35,000
2. Salaries of employees in library and catalogue departments solely	76,220 *a* 36,440	225,000	
3. Salaries of employees in care and custody of building	48,600	65,580	
4. Contingent expenses	1,500	16,500	6,200
Total expenditure for all purposes	211,260	707,200	217,000
Salary of librarian	4,000	*b* 6,000	5,000
Salary of first assistant librarian	3,000	*b* 3,750	
Salary of head of catalogue service	3,000	3,000	
Salary of head of works of art service	2,000	3,750	
Salary of head of maps and charts service	2,000	2,250	
Salary of first-class assistants	1,800	2,250	
Salary of second-class assistants	1,500	1,750	
Salary of library attendants	$900 and 720	$1,000 and 700	

a Add for copyright department, not existing in either of the other libraries. *b* And house.

DECEMBER 9, 1896.

AUDITOR FOR NAVY DEPARTMENT.

STATEMENT OF WILLIAM H. PUGH, AUDITOR FOR THE NAVY DEPARTMENT.

The CHAIRMAN. I see that your estimates for 1898 are the same as the appropriations for 1897. Is there any way by which reductions might be made?

Mr. PUGH. In that estimate there was provision made for a $2,000 law clerk. I have in my office an $1,800 clerk who has for many years had experience in all the regulations concerning the Navy Department and the statutes relating thereto. My own impression is that the $1,800 position might be vacated, retaining the $2,000 position.

The CHAIRMAN. You would discontinue the $1,800 clerk?

Mr. PUGH. Yes, sir. I have no use particularly for a law clerk. This $1,800 clerk is one of the most competent men in the Treasury Department.

The CHAIRMAN. Suppose you discontinue the law clerk and keep the $1,800 clerk?

Mr. PUGH. That would be in the discretion of the committee.

The CHAIRMAN. Are there any other reductions which you could suggest?

Mr. PUGH. None whatever. The force I have is a good one.

The CHAIRMAN. Is the business of your office current?

Mr. PUGH. Yes, sir.

Mr. DOCKERY. How does the new accounting system work?

Mr. PUGH. So far as my experience goes it is doing very well. I had no experience in the Auditor's Office under the old system. I came in under the new system.

Mr. DOCKERY. Is the operation of the new system satisfactory?

Mr. PUGH. It is.

AUDITOR FOR STATE AND OTHER DEPARTMENTS.

STATEMENT OF THOMAS HOLCOMB, AUDITOR FOR THE STATE AND OTHER DEPARTMENTS.

The CHAIRMAN. I see you ask for an addition of $200.

Mr. HOLCOMB. That is for an addition to the salary of the chief of the judicial accounts division.

The CHAIRMAN. What is the necessity for that?

Mr. HOLCOMB. It requires a man of peculiar efficiency for the place. He is the head of a large division and has a great deal of work.

The CHAIRMAN. How long has he been there?

Mr. HOLCOMB. Ever since the new system began, October 1, 1894. He was chief of a division in the Comptroller's Office before that.

The CHAIRMAN. Is your work current?

Mr. HOLCOMB. Yes, sir. The last Congress increased the salary of the chief of the corresponding division in the Department of Justice to $2,400. Both chiefs asked for an increase at that time. It was given to the other chief but not given to him, although our chief has more work than the other one.

Mr. DOCKERY. Is the work of your office current?

Mr. HOLCOMB. It is.

Mr. DOCKERY. What are you prepared to say as to the operation of the new accounting system?

Mr. HOLCOMB. It is entirely satisfactory so far as I know. It is, I think, in most accounts. The time in the passage of the accounts is less than it formerly was when the accounts went to the Comptroller's office. I don't think the examination is much shorter in the judicial accounts division, from the fact that the examination of the accounts at the Department of Justice takes about as long as it did formerly in our office, but in the diplomatic and consular division it is shorter. We have a revising board in another room and we pass the accounts in a shorter time than if they had to travel between the two offices. The District of Columbia accounts, which are quite voluminous, are materially shortened because they are acted upon only once in the Treasury Department—a very careful administrative examination being given to them—while formerly they had two examinations in the Treasury Department. That time is saved.

Mr. DOCKERY. You sent me yesterday, pursuant to my request, a proposition asking that authority be given the Auditor to examine the accounts of disbursing officers in the District of Columbia. That draft, involving the whole proposition, I handed to Governor Dingley, who had been acting with us in the organization of the new system, and he left it at his room; therefore I haven't it with me at this

time, but, as I understand him, it meets his approval. You asked to have it inserted in the bill, and I would be glad if you would state your reasons for that proposed administrative legislation.

Mr. HOLCOMB. I have suggested it in my report. I see the importance of such authority. It is probably felt more in my office than in any other. I have three Departments—the District of Columbia, the Civil Service Commission, the Interstate Commerce Commission, the Smithsonian, and everything else outside of the Department. I settle the accounts of probably twenty disbursing officers. So far as the disbursing of accounts goes it is a great saving. The accounts are settled by vouchers, and we inquire into them, but where officers receive money from sales of articles, as, for instance, in the State Department, from passport fees, where they handle considerable money, and also in the case of the Librarian of Congress, who handles money received from copyright fees, and which amount to about $50,000 a year, it is quite important. There is money received by many of the disbursing officers, and it is impossible to settle those accounts satisfactorily unless you have the power to go into their offices and examine the books and accounts. They can not furnish such evidence as is satisfactory. They have been in the habit of depositing in the Treasury what they receive and then they will present an account for that amount. That is a very simple process and it would be very easy for the disbursing officer to make an error. He may have received more than he reports and we could not discover it. As a matter of fact a disbursing officer in one of the Departments, as we found, received large sums of money that he did not report. It seems to me as a business proposition that matter should be conducted just as banks are examined. The examiner is sent into a bank, and these, being purely business offices, it seems to me ought to be conducted on the same business principle.

Mr. DOCKERY. Your proposition is to authorize the Comptroller or each one of the Auditors——

Mr. HOLCOMB. Whenever they deem it necessary to examine the books, papers, and accounts of the disbursing officers within the District of Columbia.

Mr. DOCKERY. Is not that true that the heads of some of the outlying bureaus are also disbursing officers?

Mr. HOLCOMB. Yes, sir; for instance, the Public Printer and the Librarian of Congress.

Mr. DOCKERY. Therefore the suggestion that the Treasury Department should have the authority to examine the original papers whenever they consider it necessary.

Mr. HOLCOMB. Yes. I have established that system in the State Department, by consent of the Secretary of State, who consented to it at once when I requested it. So that now whenever I settle those accounts I send a clerk over there and examine all papers for a satisfactory settlement. To illustrate, in the case of the Librarian of Congress, who receives about $50,000 a year in sums of 50 cents and upward, and very few larger than $2 or $3, of course he can report what he sees fit; but if I had a right to send a clerk there to see what he has actually received it might correct clerical errors. In the case of the Director of the International Union of American Republics, where we have no jurisdiction, he sells bulletins of all sorts, from 10 cents up, and makes some kind of a report upon it. If I could send a clerk over there to see how many he has on hand it would be a check on him.

Mr. DOCKERY. As it is now there is no check.

Mr. HOLCOMB. He deposits vouchers showing these sums. It would be a mighty poor accounting officer who could not send in a less amount if he was so disposed. Anyone is liable to make mistakes.

Mr. DOCKERY. Will you be kind enough to send a prepared duplicate of your proposition conferring upon auditors the authority to examine papers in the office of disbursing officers in the District of Columbia?

Mr. HOLCOMB. I will do so.

AUDITOR FOR THE POST-OFFICE DEPARTMENT.

STATEMENT OF GEORGE A. HOWARD, AUDITOR FOR THE POST-OFFICE DEPARTMENT.

Mr. DOCKERY. I simply desire to know whether the business of your office is current at this time.

Mr. HOWARD. It is entirely so.

Mr. DOCKERY. What do you mean by current work?

Mr. HOWARD. I mean we are auditing now the work of the postmasters for the past quarter; that is, that on the 31st of December we will have audited the accounts of all the postmasters up to September 30 of the preceding quarter.

Mr. DOCKERY. What have you to say as to the new accounting system so far as it relates to your office?

Mr. HOWARD. I think it is excellent. It has faciliated business, made it more accurate, and has prevented fraud on the part of postmasters.

Mr. DOCKERY. How do you find the new system of auditing coupons works?

Mr. HOWARD. It is a great improvement. One thing I think is especially beneficial, and that is in checking coupons the work is much more accurately done than it could be by checking the original orders. In the old work, before they were checked by coupons, we checked the orders themselves, and I had a little board of review to check the work, and found that it had been done so inaccurately that there were a great number of errors; but when we check by coupons, especially when we have new matter on the back of coupons which we can readily read and which contains the same amount as the face of the order, it has been done much more accurately than was possible when there was so much to look over. The coupon has on its back the exact amount for which the order was issued, and here is the charge the postmaster makes against himself for that order, and if it is right it is checked and passed. In doing that the method of checking was greatly simplified, because when we took the order there was a great deal written on it; the account was written out and signed, and it covered a large surface and took more time to make an examination than it does to check by this new system of coupons, which has nothing on the back except the amount for which the order was issued. We compare that with the charge the postmaster makes against himself in his statement. It can be done more rapidly and more accurately.

Another advantage is that when the postmaster's statement comes in we see the coupon which is transmitted with it and that is read over with the order which he issues. He issues, say, 100 orders and sends 100 coupons. We check up everything from day to day, from week to week, or monthly. Under the old system we would not check up the orders so often, and we could not do so until all the orders had been received, sorted, and numbered. There would be sometimes many months elapse and a great many orders would still be out for two or three years, and there never was a perfect check. The orders came straggling in from various post-offices where they had been paid. When we check by the coupon it accompanies the statement of the issuing postmaster, and there you have got every one of the coupons together with the order issued. If there is any error in the coupon, if he makes a misstatement in his list of orders issued, or if they do not correspond with the coupon, we lay that aside and mark off the amount he says he received on that order and then we go and hunt up the order and compare it with the coupon. When the order is paid the paying postmaster is credited with it and if there is any mistake in the order it is compared with his statement and that is compared with the coupon, and if this does not correspond with the order as written on its face that is thrown out and it is again compared. If there is any irregularity in either the order or the coupon they are brought together and the proper correction is made. Postmasters make a great many little mistakes in cutting the coupons, the order having been paid according to the written amount. That has been regulated and corrected a great deal by a circular which has been sent out, and I have hammered them a great deal.

Mr. DOCKERY. You have a division organized for the purpose of comparing the accounts of the postmasters with the coupons; they make a comparison?

Mr. HOWARD. A comparison is first made. Here comes a statement from the postmaster of the orders that he paid and he sends this statement with all the orders. On the other side are the orders issued. The coupons and the orders come together. The first thing to be done when they come into the division of inspection is to check these paid orders against the credits of postmasters as entered on his statement. Then a part of the same division takes the coupons and checks them against the orders issued. The postmaster is credited with what he has paid and charged with what he has issued. He gets the money for the orders issued, which is represented by the coupons. His statement shows the cash received for those orders.

Mr. DOCKERY. You have more than one clerk to review those orders; you also have a reviewing division?

Mr. HOWARD. I have about six clerks that review this work of inspection. It had been done in times past in a perfunctory manner only. It was not done with care. I have six clerks who are reliable—not high-grade clerks, but accurate and conscientious ones. At the end of the month I have a list made out and posted on the wall of the part of the building in which they are employed. At first that caused criticism, but I carried it out.

Mr. MCCALL. What is the purpose of posting the list of errors on the wall?

Mr HOWARD. I think it has a good effect. The clerks don't like it.

The CHAIRMAN. Do you think it has the same effect as it does in the schoolroom?

Mr. HOWARD. Yes, sir; that is where I got the idea—from my education in the Naval Academy. I used to be put upon the wall and I didn't like it. It has a good effect. The clerks are very particular about this list of errors. If they find they are charged with an error they have an opportunity of making a correction before

the time comes to make out the regular list, and sometimes they have just grievances and very often they are relieved. It makes the work better. That system I have carried out in every branch of the office and it has had a happy effect in every division. The work is done with greater accuracy. I have a little board of review also for this coupon work. Whenever they make any mistakes it is charged up. For instance, here is a clerk who will check a thousand coupons per day. I do not have every one reviewed every day because it would be a duplication of work, but they don't know what time they are going to be reviewed and hence they are careful about making errors.

The CHAIRMAN. That is only occasionally done?

Mr. HOWARD. Yes, sir; it is going on every day, for only a small percentage of them are reviewed daily—say 10 per cent. In the matter of the accounts, which I have gotten from the report, I find that the result during the year ending June 30, 1896, was that there were 2,178 postmasters in money-order offices who went out of office. Their total indebtedness was $17,358.83. In our manner of work we had kept up the collections. The report is required under a formal act of this committee. The amount audited by postmasters will be greatly reduced between now and the 1st of January by the collections which are now going on.

Mr. DOCKERY. They have six months before the close of the fiscal year to make payment before they are reported?

Mr. HOWARD. Yes, sir. Taking the whole Department this year 11,784 postmasters went out of office, and the total amount due to them from the Government—of course many had balances due them—but the amount of this indebtedness was $56,015.98, and that included five failing bidders, whose default is $8,293.43. That shows the whole indebtedness of the Post-Office Department for the last year $56,015.98.

AUDITOR FOR INTERIOR DEPARTMENT.

STATEMENT OF SAMUEL BLACKWELL, AUDITOR FOR THE INTERIOR DEPARTMENT.

The CHAIRMAN. I see that your estimates submitted for 1898 are $178,140, against a like amount for the present fiscal year. Is there any opportunity to make a reduction?

Mr. BLACKWELL. I hardly think there is. You will doubtless remember that I reported here during the last Congress the amount of increased work we had in our Bureau. That work was largely increased by reason of the reimbursement of pensions. There was a decision rendered by Acting Commissioner Bussey on September 28, 1892, which provided that nobody should be paid reimbursement on the pension roll except invalid pensioners of the last war. Congress on March 2, 1895, practically reversed Commissioner Bussey's decision. Congress said that all classes of pensioners were to be paid as before the Bussey decision. The action of Congress made it retroactive. After that action of Congress, instead of one class of pensioners we had thirteen different classes of pensioners, each of which were to receive reimbursements. We formerly had two classes of reimbursement work, and we now have ten. However, two reviewing clerks had some other reviewing work besides this disbursement work. The increased work that I also reported was that of the reviewing clerks. Under the present system that work does not go to any other Department before it reaches us. None of the claims for lost checks go to any other Department of the Government. None of the claims for checks not lost, where parties have died and their representatives have made claims, go to any other Department. That necessitates two clerks in addition.

The CHAIRMAN. Is this reimbursement work increasing or decreasing?

Mr. BLACKWELL. It is now just where it was. The pension roll is larger than it ever has been before, but the appropriation is practically the same. We have 970,680 pensioners, which is the largest number we have ever had.

The CHAIRMAN. But there is a smaller amount of appropriation for this year than last year?

Mr. BLACKWELL. Yes, sir.

The CHAIRMAN. It follows that the greatest number of pensioners does not require the greatest amount of work to meet pension demands?

Mr. BLACKWELL. Some pensioners drawing higher rates may die and others drawing smaller rates may come in and take their places. Congress increased that by making all pensions $6 per month.

The CHAIRMAN. Is the work current?

Mr. BLACKWELL. Everything is current. Here is a copy of a letter in response to the Secretary's inquiry, which I will read.

The paper was read as follows:

TREASURY DEPARTMENT,
OFFICE OF AUDITOR FOR THE INTERIOR DEPARTMENT,
Washington, D. C., December 9, 1896.

SIR: In compliance with circular letter of the 7th instant, received by this office on the 8th instant, I have the honor to report that the entire force of this Bureau is engaged upon current work and that there is no work in arrears. I have also to report that the records of this Bureau show, and the old employees state, that the work has never been in so satisfactory a condition.

Respectfully, yours,

SAM'L BLACKWELL, *Auditor.*

The SECRETARY OF THE TREASURY.

(Continuing.) When the work was given me—under the Dockery bill—of the Indian division and the accounts and miscellaneous division, which did not heretofore belong to the Auditor's office, we took work which had belonged to the Third Auditor. That change gave me all the accounts of the Interior Department, and in giving me that work they gave me the Indian division, which was two and a half years behind in its work, and which has been a sort of eyesore. When they came to that work they found it had increased. One reason why it had got behind was that the Indian work had increased and the force had not increased. You will comprehend that as the Indians become more intelligent they are paid annuities and they learn that they are not forced to go to the agency to obtain the money. The Indians in the Indian school are on the rolls, and those rolls now possibly amount to three hundred, whereas before there was but one roll in the hands of the disbursing agent.

The CHAIRMAN. Does that in part account for the increase?

Mr. BLACKWELL. There was no increase. The first increase came when we got that work in 1894, under the Dockery bill, which was to bring up the work in the Indian division.

The CHAIRMAN. That is now current?

Mr. BLACKWELL. Yes, sir.

The CHAIRMAN. Could there not be reduction made?

Mr. BLACKWELL. When you first asked for an estimate under the Dockery bill I took the force we had and got that down. You will remember that you wanted it rather hurriedly, and I assigned a number of people to that work. At that time I stated that it would be impossible to bring that work up current, and that I must have an increased force with which to do it. I was given 12 clerks to bring it up. After that came to us, in March, 1895, this retroactive law repealing the Bussey decision. That added 14 other classes of pensions.

When I had finished up the Indian work I was enabled to take some men off and everything was brought up current. We then put men on this work, for which I had no appropriation made. This law was passed in March, 1895, after I had made the estimates for the fiscal year 1896. We had begun the work in 1894. We had these people do this new work that had come to us under the act of 1895. There was no allowance for the review work, and we simply took a number of people and had them transferred to us. There was no work that had to be reviewed before the Dockery law was passed. It then went to the Comptroller. It had two examinations, but when it came to us it became final. We had made no allowance for reviewing clerks, and we were compelled to have 2 reviewing clerks. We disposed of the 12 extra people that had been given us. I used them last year for the purpose of keeping up the pension work, and providing for the two people who had been doing review work, and also providing for the permanent increase of the force on the Indian work. I took several clerks and put them on the reimbursement work and on the Indian work, which latter work had been increased by a number of cases and a number of settlements. This is the same appropriation we ask for now.

Mr. HEMENWAY. You think it is impossible to reduce the number of employees you now have?

Mr BLACKWELL. I think it would not be practical. There might be a clerk less on the work, taken as a whole, but it is even doubtful, for when I made the estimate I did not think I could really spare one at all. Everything is up to date but this Indian work, which got behind because of a lack of people, and this new work reported this year needs those people.

Mr. DOCKERY. Does the new system of accounting work satisfactorily?

Mr. BLACKWELL. Why, yes; everything is up to date.

Mr. DOCKERY. It is entirely satisfactory?

Mr. BLACKWELL. It is entirely so.

AUDITOR FOR TREASURY DEPARTMENT.

STATEMENT OF ERNEST P. BALDWIN, AUDITOR OF THE TREASURY DEPARTMENT.

The CHAIRMAN. I see your estimates submitted this year are the same as the appropriation for last year.

Mr. BALDWIN. Yes, sir; but I have an amendment which I propose to recommend to the committee. The Secretary told me that I had better bring it down to you; that he approved it, but had not time to go through it officially. This is simply a change in the laborers' force. It is not very much of a reduction, it is true, but it is something. We have 3 assistant messengers, at $720, and 4 laborers. The Civil Service Commission will not allow those messengers to perform laborers' work nor clerical work, and the consequence is I have got to keep a messenger down in the public-debt division, which is separated from the remainder of the office, and he is employed down there two hours a day, when he ought to be doing labor at $440 instead of $720. It is high-grade work. He has to take the Treasurer's checks and return them to the Treasury and take his receipt or get back one from him. It requires a man of some intelligence. I have given that work to the most reliable messenger there. There is plenty of clerical work that he might do and I would like to put him on that kind of work.

The CHAIRMAN. What is the sense in a rule like that?

Mr. BALDWIN. I don't know.

Mr. HEMENWAY. Perhaps you had better recommend a change in the rule.

Mr. BALDWIN. They would not change that rule. In the files room it requires a man of a high grade. Otherwise the vouchers will be misplaced.

Mr. HEMENWAY. What is your recommendation?

Mr. BALDWIN. That there be a file clerk and a messenger at $720. In that way I can save one. As to the others, there ought to be 4 assistant messengers at $720 each, to be used indiscriminately. I would change the 4 laborers to 4 messengers.

Mr. HEMENWAY. The laborers are not under the civil-service rules?

Mr. BALDWIN. No, sir; but they have been doing the same work as they did before. They are eligible to promotion.

The CHAIRMAN. The effect would be to put the force under the classified service?

Mr. BALDWIN. No, sir. One of them was just appointed the other day, and the laborer will become a messenger.

The CHAIRMAN. Four messengers are not under the civil service?

Mr. BALDWIN. The 3 laborers are eligible.

Mr. HEMENWAY. They are not classified now under the rules as they exist at present?

Mr. BALDWIN. The 4 laborers are not, but they are eligible whenever vacancies occur. One of them is undergoing an examination to-day.

The CHAIRMAN. This place would be under the civil service?

Mr. BALDWIN. It would be. Those 3 men are there now. That would be left to the discretion of the Secretary of the Treasury. It would save $240 a year.

The CHAIRMAN. Are there any other reductions that you can make?

Mr. BALDWIN. I have just as much as I can do by keeping all the clerks at work to keep the work current.

The CHAIRMAN. Is your work current?

Mr. BALDWIN. It is. I have at the closing of the Department at night left the work without one item of business to be transacted—not one claim to be adjusted or one account to be settled. I don't think that the force could be reduced by one clerk. This fall, because of the number away on leave, I was compelled to have a detail to keep the work current.

The CHAIRMAN. You desire to submit this letter?

Mr. BALDWIN. I will send a copy of it for the record.

Mr. DOCKERY. I desire to inquire what results have been accomplished by reason of the authority given your office to liquidate manifests of vessels. State in a few words just what the result of that legislation has been.

Mr. BALDWIN. Prior to the enactment of that law, or from 1789 to 1895, the Department never knew the number of vessels which arrived in the United States; it never knew what property went into the possession of the collectors anywhere in the United States; it never knew whether they accounted for all or any part of the property. There was no check kept on it. Under this system the master of the vessel under the law must keep cars and vessels under seal. Since that time we have all of the cars under consular seal, and also all vehicles, wagons, etc. Under the present system it is impossible for the collector to get possession of a piece of property without giving

account of it. Every vessel or car is charged against the collector, and he can not let anything go until he collects the rate of duty on it according to law. That is the effect of it.

Mr. DOCKERY. What has been the result—have you found any errors?

Mr. BALDWIN. Oh, yes.

Mr. DOCKERY. Please indicate them.

Mr. BALDWIN. I can not give you the number of errors which have been found.

Mr. DOCKERY. Can you indicate about how the law has been working?

Mr. BALDWIN. So far as I am able to state it, the errors in the past were about one in twenty, and now they are not one in a thousand, because we have brought that down to a nicety.

Mr. DOCKERY. Have you saved any money to the Government?

Mr. BALDWIN. So far as the manifests of the vessels are concerned, they are not compared with anything that occurred prior to the passage of the law, but we know that we get everything now, and we know also, from past investigation by the Government and the Treasury Department, that we did not get everything under the old system.

Mr. DOCKERY. Have you found that collectors have failed to charge themselves with the full amount of revenue to which the Government was entitled?

Mr. BALDWIN. I suppose you refer, of course, to the manifests of merchandise. Prior to this, under the law, our office only received the entries and the abstract of the entries, so that it was a mere matter of clerical computation as to whether the collector had sent out the proper amounts and footed them up correctly. We had no means of knowing whether he collected the proper amount or not; but under the new law we require him to furnish the entries on which he founded his collections and the weigher's certificate as to quantity. That is entirely separate and distinct. There was a liquidating division, which had ten $1,800 clerks whose duty it was to go over each entry; and we found 1,848 errors in the collections of the tariff. They had charged the wrong rate of tariff in 1,848 cases, and in 25,126 cases we found errors in form, making a total of 26,984 errors in the year that were made under the old system. Now we save that to the Government, supposing that had all been collected, or nearly all, by sending back the entries and having them reliquidated and where there is more duty to be collected adding it to the import. That added an addition to the tariff of $135,513.30 during the past year. That was done at the expense of ten $1,800 clerks. We have found also that the Government collected too much revenue by $3,514.48, leaving a saving of $132,000.

Mr. DOCKERY. That was during all last year?

Mr. BALDWIN. Yes, sir; which was the first year of the operation of the law. Before that we knew nothing of what had been done, and now we know everything. There is no piece of merchandise which can now come into this country except it is as described in the invoice. That invoice is made out in the currency of the country from which the goods come, and it is also ascertained whether or not the proper depreciation of the currency is set out pursuant to a quarterly circular issued by the Director of the Mint and sent to the Secretary of the Treasury. We have found a great many things and a great many places where importers were liable to additional penalties, and we have sent those back and had them corrected. They amounted to large sums. We keep a record of everything. We put a clerk on a certain account from a certain port. A check is kept upon the work he does and when it is finished. We do not keep him on the same port, but give him all the ports in succession. He does not get that account until he has gone through the whole of the remaining 155 districts in the United States.

Mr. HEMENWAY. You transfer the clerks to different kinds of work?

Mr. BALDWIN. Yes, sir. If he is accurate on one kind of work he must be on the other kind. If we allow a clerk to examine only one port he will get into the habit of not understanding or knowing how to examine any other port. He goes through the whole 156 ports. Of course, I may be a little sanguine, but I claim to know the workings of the Treasury Department from top to bottom, in and out, and, if I do say it myself, I can truthfully say that there is no comparison between the old system and the new.

Mr. DOCKERY. After an experience of more than two years under the new accounting system, please state to the committee in a few words your opinion as to its effectiveness.

Mr. BALDWIN. There is no comparison between the old and the new. The new is so much superior to the old that no business man of good judgment would ever think of going back to the old system. The new system is just as safe and in some instances safer. It is certainly more expeditious, because when I went in we had 148,067 cases, and 11,068 of them had been in the office from three months to years and never had the strings taken off them. Under the new work we now close the office without an item of unsettled business in it.

AUDITOR FOR THE WAR DEPARTMENT.

STATEMENT OF MR. T. S. FARROW, AUDITOR FOR THE WAR DEPARTMENT.

Mr. DOCKERY. What is the condition of the business in your office?

Mr. FARROW. Well, it is, I think, in a better condition than it has been for several years.

Mr. DOCKERY. What divisions are behind with their work?

Mr. FARROW. The back-pay and bounty division. That is the only division.

Mr. DOCKERY. That is necessarily so by the nature of the work?

Mr. FARROW. Yes, sir. That was about three years behind when I came in and it is now about one year behind.

Mr. DOCKERY. Are the number of back-pay and bounty claims decreasing?

Mr. FARROW. Well, that depends somewhat upon legislation. Occasionally there is an act passed which will make an increase of claims filed for a short time. It has been decreasing gradually, with the exception, occasionally, of the new claims filed by being let in by certain provisions of acts passed. Occasionally there are passed notices that they are cut off from the benefits of the former act, and then occasionally there are some acts passed making the provision a little less rigid as to what shall constitute a claim, which will let in a flood of claims.

Mr. DOCKERY. Do you remember the number of back-pay and bounty claims pending in that division?

Mr. FARROW. I think my last annual report—I do not know whether you have it here or not—represented about 25,000.

Mr. DOCKERY. Then I understand there are 25,000 back-pay and bounty claims still pending?

Mr. FARROW. Yes, sir; that includes up to that date.

Mr. DOCKERY. You are about a year in arrears in that work, and heretofore it has been——

Mr. FARROW. Three years in arrears. I have been gaining gradually every year; about 5,000 or 6,000 gain every year.

Mr. DOCKERY. In the event no new legislation is enacted, what time will probably be required to dispose of the number of back-pay and bounty claims pending?

Mr. FARROW. I suppose it will take four years.

Mr. DOCKERY. I understand all work is current in your Bureau except in the back-pay and bounty division?

Mr. FARROW. Yes, sir.

Mr. DOCKERY. You designate a clerk of class 4 as disbursing clerk?

Mr. FARROW. Yes, sir.

Mr. DOCKERY. In fact, the clerk is now the disbursing clerk?

Mr. FARROW. Yes, sir.

Mr. MCCALL. This is just a change of designation?

Mr. FARROW. It has been the same designation for several years. We designate someone who holds the position of an $1,800 clerk, and he is allowed $200 additional on account of the work in disbursing.

Mr. DOCKERY. In fact, as I understand you, a fourth-class clerk has heretofore been the disbursing clerk?

Mr. FARROW. Yes, sir.

Mr. DOCKERY. And this estimated new language does not contemplate any change in the office?

Mr. FARROW. No, sir; it is just the same as it has been for several years.

Mr. MCCALL. Before, any clerk could be assigned as disbursing clerk, not exclusively a clerk of class 4?

Mr. FARROW. He may have been previous to that designation.

Mr. MCCALL. Those words, "of class 4," have not been in the act heretofore?

Mr. FARROW. Yes, sir.

Mr. MCCALL. The language was, "additional to one clerk as disbursing clerk, $200." Now, you say "additional to one clerk of class 4 as disbursing clerk."

Mr. FARROW. I thought it had been the same as heretofore. It was really a clerk of class 4, although the language did not indicate it.

Mr. MCCALL. He could not have been another clerk?

Mr. FARROW. He has not since I have been there.

Mr. MCCALL. But the designation might have been?

Mr. FARROW. Yes.

Mr. DOCKERY. Can you make any reduction in your force?

Mr. FARROW. No, sir; I do not think so.

Mr. DOCKERY. Then, if I understand you, the business of your office is current, except in the division of back pay and bounty, where you are about one year in arrears, as against three years in arrears some years since, and there are about 25,000 claims pending?

Mr. FARROW. Yes, sir.

Mr. DOCKERY. After the experience of more than two years under the new accounting system, what have you to say as to its effectiveness?

Mr. FARROW. I like it. I think it has improved the methods of accounting, and I think the system a success.

Mr. DOCKERY. Has it or not operated to expedite the settlement of back-pay and bounty claims?

Mr. FARROW. It saves the time which accounts or claims have to be sent over to another office and lie there perhaps two or three months before they would be acted upon. I know it has facilitated the keeping up of accounts of disbursing officers very much, and has been a very great improvement with reference to the granting of requisitions, because we have held them right down to the law, and they have come up much better last year than ever before. I stated, I think, in my report, there was a great saving of time in the review of accounts. They formerly were reviewed by the Comptroller—that is, all of my accounts—and now they are reviewed in a separate division in the office, and it saves the time of sending them over, and we are nearer up with the work of reviewing.

HON. C. S. HAMLIN, ASSISTANT SECRETARY OF THE TREASURY.

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., December 9, 1896.

SIR: In reply to your verbal inquiry, I have the honor to state that the present accounting system in this Department is working to the entire satisfaction of the Department, and the Department does not know of anything to call to the attention of your committee in connection therewith.

Respectfully, yours, C. S. HAMLIN, *Assistant Secretary.*

Hon. H. H. BINGHAM,
Chairman Subcommittee on Appropriations, House of Representatives.

W. F. MACLENNAN, DIVISION OF BOOKKEEPING AND WARRANTS.

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., December 9, 1896.

SIR: In reply to your verbal inquiry of to-day, I have to state that the new accounting system of the Treasury, so far as it relates to the conduct of this office, is working smoothly and is in every way satisfactory in its operations. No change is desired in the clerical force of this office.

Respectfully, yours, W. F. MACLENNAN,
Chief Division Bookkeeping and Warrants.

Hon. H. H. BINGHAM,
Chairman Subcommittee on Legislative, etc.,
Appropriation Bill, House of Representatives.

DECEMBER 10, 1896.

LIBRARY OF CONGRESS.

STATEMENT OF MR. BERNARD R. GREEN, IN CHARGE OF CONSTRUCTION OF THE LIBRARY OF CONGRESS.

The CHAIRMAN. Who prepared that estimate under the head of custodian?

Mr. GREEN. This must have come from Mr. Spofford, because, although he went over it with me, I think it is the same amount, except that I would have added a messenger there as very necessary.

The CHAIRMAN. Have you examined this item as to whether it is too large—I refer to the force?

Mr. GREEN. I think the force is a fair estimate for a beginning. Nobody can tell now how extensively the building will be occupied nor how it will be occupied, and what work will be required to take care of it, say, for the first year. I think this s as small a force as ought to be there to begin with, and after a few years' expe-

rience, when the Library is moved and settled in the new building that it will take a year to get that information. Then the force can be corrected and shifted as may be necessary. The organization of the force might remain in this form, but perhaps persons could be changed according to the experience of the work.

The CHAIRMAN. Do you know how many people are provided for here?

Mr. GREEN. I have not looked into this particular reprint. I am assuming that this is the one that came from Mr. Spofford.

The CHAIRMAN. Did you confer with him about how many clerks there are?

Mr. GREEN. I do not remember. There are some 70 or 80, according to my recollection.

Mr. DOCKERY. Is that your estimate?

Mr. GREEN. Yes, except that I want to add the word "messenger" before the words "captain of watch."

Mr. DOCKERY. What would be the duty of that messenger?

Mr. GREEN. He would have to be on hand to send about and to be at the office all the time to do miscellaneous duties of messenger.

Mr. HEMENWAY. At what salary?

Mr. GREEN. I would give him a regular salary of $60 a month, although I have no doubt that in private employ you could get him for $40.

Mr. DOCKERY. You want an assistant messenger instead of a messenger?

Mr. GREEN. Yes, sir.

The CHAIRMAN. On page 31 you have estimated for fuel, lights, gas repairs, and miscellaneous, $35,000.

Mr. GREEN. I think that is reasonable. That is based on experience. I know that it will take about 300 tons of coal, and there will be many little items of expense for cleaning and repairs. I should not put it at less to start with, and I should imagine that might be a safe estimate for a long time. Experience will prove. We would not spend more than absolutely necessary. It will take nearly half of that to buy fuel alone for one year.

The CHAIRMAN. For furniture, reading rooms, and copyright, $50,000 is the total estimate.

Mr. GREEN. General Casey and I told the committee last year that $50,000 would be a safe amount to start with. That can not be estimated in detail because we don't know how the building is to be occupied. Certainly furniture would have to be put in in any event.

The CHAIRMAN. Are there any funds remaining that can be used for this purpose?

Mr. GREEN. There is something like $70,000. Out of the appropriation made by the committee last year, not the limit of cost, but of the actual appropriation of $480,000, I shall have $70,000; it may be $65,000 or $75,000.

Mr. DOCKERY. You will have, at all events, $50,000?

Mr. GREEN. Yes, sir. I have told the Committee on the Library, who had me before them asking about things of this kind—furniture and moving of the library, etc.—that I thought the amount of money remaining of the appropriation would be all that would be needed to furnish the building for the first year, or make an appropriate beginning, and to move the Library over would cost about $6,000, or something like that.

Mr. DOCKERY. Is the expense of removal stated here?

Mr. GREEN. Yes, sir; it is $6,000. All of these figures are those of Mr. Spofford, and we have consulted about it.

The CHAIRMAN. How are these appointments to be made?

Mr. GREEN. I should say the custodian should be selected by Congress and that he should have the appointment of all his force himself, with the approval, possibly, of the Joint Committee on the Library, or some other supervisory committee of Congress, but in such a way that he shall have control of the force for the purpose of discipline. A man can not carry on anything under the Government, or anybody else, with men that he can not control, because nine times out of ten the men do not understand the work. That is business. If it is to be managed properly one must have somebody he can instruct. The construction of the Library building is perhaps the best example we have had of the simple, straightforward, and direct way of Congress in doing that work, because that building has not been delayed or hampered by anything or anybody. At the same time, it has been under the supervision or directory control of Congress without the interference of anybody outside who might want something and would be obliged to give some directions which might cripple the man in charge and lead to that result which the civil service was organized to try to do away with. We have over there a building which was constructed right under the eyes and nose of Congress, so to speak, and involving a cost of six or seven million dollars. That has gone along without any scandal, without any row with the contractor, or any dissatisfaction of the workingmen.

The CHAIRMAN. Would you suggest that the appointment be made by Congress, and what way do you mean?

Mr. GREEN. I would pick a man out and put him in the bill the same as was done with General Casey when he was put in charge of the construction of the building.

The CHAIRMAN. Do you mean the Committee on the Library?

Mr. GREEN. Yes, sir; if Congress prefers to have that committee represent it in looking after the building. In the Senate the Committee on Additional Accommodations for the Library was supposed to have it in charge. The Committee on Appropriations picked out General Casey, after having had trouble, and they said to him: "You take this building, erect it, and report to Congress." That committee in the Senate could have gone any time and made inquiries so as to know how the work was going on, and if they found anything they did not like which they wanted to have changed they could have brought in a resolution and put it through directing the officer in charge to conform to their ideas. They did not, however, have to do that. The officer is bound to look out that he does not put himself in a position to be criticised. He will do anything reasonable and proper if he is a judicious man.

Mr. DOCKERY. As I understand you, your suggestion is that Congress appoint this custodian?

Mr. GREEN. Yes; by name.

Mr. DOCKERY. And that there be some supervisory control lodged in some joint committee of the two Houses, or some committee of Congress connected with legislation?

Mr. GREEN. Yes, sir.

Mr. DOCKERY. Don't you think that that very course will operate to prevent the exercise of proper discipline over your force?

Mr. GREEN. It will if you put it in that way. This Joint Committee on the Library in this investigation asked me that kind of a question, and I answered it in that general way. I knew there ought to be some kind of control—the theory being that somebody ought to be left in control in such a place. I told them that if I was there I did not want to be in the position of not having it known what I was doing or how I was doing it.

Mr. DOCKERY. If you were appointed by law as custodian you want to appoint your force, and you do not want to be in any other relation to Congress than any other Department. You would want to be allowed to name your own force, subject to supervision at any time by any joint committee of the two Houses?

Mr. GREEN. I suggested to that committee that Congress should have advisory supervision, if it chose to do it that way, so as to be able to tell what I am doing and be able to look at the account to see how men are performing their duties.

Mr. DOCKERY. Congress would have that right. Don't you think that you would get the best results and acquire the best discipline by having the right to appoint your own force and be held responsible?

Mr. GREEN. Yes, sir; that is the way it should be done. You would select the right man and hold him responsible.

Mr. DOCKERY. You don't think it is better to have the power of conference lodged in the joint committee of the two Houses?

Mr. GREEN. No, sir; because there would be an everlasting amount of bother if it were committed in that way. A reasonable man will do the right thing. General Casey and myself have hired thousands of men for many years, and we have never had any bother. I have employed men recommended by Congressmen, and if a man is good and does his work it has always worked well when those conditions have been fulfilled. I have never had a single individual that I cared a continental about except for the merit he had acquired and was entitled to from actual service rendered the Government.

Mr. DOCKERY. I understand you do not desire to be understood as suggesting that any supervision of your force should be allowed specifically to any committee of Congress?

Mr. GREEN. No, I am not. Can I make a remark in that connection—and that is that this building and its grounds are all a part of the Capitol Park, and a time may come when one custodian or one officer should take charge of the whole thing and handle them both together.

STATEMENT OF COMPTROLLER R. B. BOWLER, FIRST COMPTROLLER OF THE TREASURY.

The CHAIRMAN. What change do you submit in your estimate as against the current year?

Mr. BOWLER. The first change was the restoration of the salary of the Assistant Comptroller to the amount fixed by the law which created the office—the Dockery law. It was cut down $500 last year. I felt that it would be proper for me to do for my successor just as I would for myself, and I make that recommendation and allow you gentlemen to do the rest.

The CHAIRMAN. What is the necessity of adding $500.

Mr. BOWLER. Well, I can not say that there is any necessity. I don't think there is any necessity to pay $5,000 for a Comptroller. I don't know what necessity created the salary and it is a question of propriety in being able to get a man and put him in charge of the business, and the salary should be so fixed that the proper man can be secured. The assistant does the same work that the Comptroller does, and he ought to be just as good a man.

The CHAIRMAN. You do not think there is such a difference in the ability of the two men as would make that difference in the compensation?

Mr. BOWLER. I think it is a good idea to make that difference on principle because one has more responsibility by virtue of being the head of the office.

The CHAIRMAN. In this instance you think $500 is sufficient?

Mr. BOWLER. Yes, sir; I think so.

The CHAIRMAN. You want an increase of one clerk of class 4?

Mr. BOWLER. The arrangements that I have suggested here in regard to the entire clerical force consists simply in changing the clerks—this is, I drop out the confidential clerk, because, under the recent action of the President as to the classified service, the confidential clerk does not mean anything. Then, the other change is the increase of salary of one man from $1,600 to $1,800. That increase is for a man named Tilton, who has entire charge of the back-pay and bounty claims. It is a very important work, where a man must have great familiarity with the statutes relating to paying bounty during the war, and which knowledge I could not acquire under a year's study. He used to get $1,800 in the Second Comptroller's office. He was dropped down to $1,400 when the reorganization took place, and he finally got into a $1,600 clerkship. He ought to be promoted to $1,800. He has been in the service thirty years, is an old soldier, and is deserving. I don't know anything else about him. This is purely my personal experience with a capable man. As to the other changes, it is a question of policy, but I think it is right.

The CHAIRMAN. He contemplates a change from class 4 and increase his salary $200?

Mr. BOWLER. Yes, sir; it is simply a change of designation.

Mr. DOCKERY. You ask for an assistant messenger?

Mr. BOWLER. Yes, sir; that statement is made in the note.

Mr. DOCKERY. You have him now?

Mr. BOWLER. I have one man who has been detailed. I suggested that it ought to be appropriated for instead of detailed. He is liable to be shifted, and so long as we always have him by detail it seems to me we ought to have him under our control.

Mr. DOCKERY. In the event we give him to you here we want to take him from somewhere else.

Mr. BOWLER. I don't know where he came from. The man who had been there before has been promoted to some other office. I can not say where this particular man comes from.

Mr. DOCKERY. You make a recommendation to change the salary of law clerks to $2,100 each?

Mr. BOWLER. Yes, sir; that is a question of policy.

Mr. DOCKERY. The salary now aggregates $10,800, and if that recommendation be carried out it will reduce the compensation of those clerks $300 in the aggregate?

Mr. BOWLER. It is about that; I knew there would be a decrease, but I did not feel like making a definite recommendation; so I put it as a note.

Mr. DOCKERY. Do they perform exactly the same duties?

Mr. BOWLER. Yes, sir; they perform the duties which are assigned to them.

Mr. DOCKERY. They are responsible to the Comptroller without the intervention of the law clerk?

Mr. BOWLER. Yes, sir.

Mr. DOCKERY. After an experience of two years, or more than that, with the new accounting system, what are you prepared to say as to its efficiency?

Mr. BOWLER. Oh, it is a vast improvement over the old system, and is working very satisfactorily indeed. There is a prompt settlement of the public accounts, and even if mistakes are made I believe that there is a great saving as the result of prompt settlements; and mistakes can be promptly corrected. In regard to the estimates which I presented, my idea is that that is the best plan. The only thing I have really to urge is the $200 increase to this one man, and I think it ought by all means to be made. It is not much, and he is a thoroughly deserving man. I think the assistant messenger should be under my control and not be detailed.

As to efficiency, there were no appeals on the 1st of December. The only appeals unadjusted in the office were 12 from the Auditor for the State and other Departments, 4 from the Auditor for the Interior Department, and 61 from the Auditor for the War Department. Those 61 from the Auditor for the War Department are nearly all back pay and bounty claims, and they furnish the largest number of appeals that come to the office. The particular clerk that I speak of has had charge of those entire appeals, besides some 300 rehearings last year. He has not been able to keep up that

work. A change takes place in December by which one of the former law clerks gets a promotion, and I have been able to get a clerk from the Auditor for the War Department who will be next to Mr. Tilton in my office, and who is a man of capacity, and comes from the Second Comptroller's Office. I have put him directly under Mr. Tilton, whom I know to be a man of experience, and I think that is another reason why $200 extra should be given Mr. Tilton.

NAUTICAL ALMANAC.

STATEMENT OF PROF. SIMON NEWCOMB.

The CHAIRMAN. On page 102 will be found your items contained in the bill.

Professor NEWCOMB. I have been engaged for fifteen or twenty years in the work of preparing new tables of the stars and planets for use, perhaps, during the greater part of the twentieth century, or at least the first half of it. If that work is to be brought to a successful completion, the prospect is that every ship which navigates the ocean, to whatever country it may belong, if she determines her position by astronomical observations, will make use of the dates supplied by the American almanac—make use of these matters pertaining to the stars and planets. During the first quarter of the coming century every astronomer who determines his position on land will equally make use of this data. It is really an international work. That work will be completed without difficulty next year, except, as I say, that under the law I will retire from active service in March next, because I will then be 62 years of age. That will leave this work without anyone to supervise its completion. There is a great deal of mathematical work which can be done only by myself or someone else who is an expert. It would be a great pity to have that work stopped. Of the eight large planets five are completed and published. The remaining three are in good progress, so that they can be completed within a year.

Mr. DOCKERY. You contemplate that this mathematician shall take up the work after you retire?

Professor NEWCOMB. After I retire.

Mr. DOCKERY. How long will it take to complete the work?

Professor NEWCOMB. A year from the time he takes hold of it.

Mr. DOCKERY. A mathematician at $3,000, to be made immediately available?

Professor NEWCOMB. Yes, sir.

Mr. DOCKERY. You, of course, understand that this bill will probably not become a law before February?

Professor NEWCOMB. If it is available in March, that will be all that will be necessary.

Mr. DOCKERY. You think that you can not get a mathematician for less?

Professor NEWCOMB. There are only two men in the country whom I would be willing should do it. In the first place, I might undertake it myself after my retirement, if it was thought proper.

The CHAIRMAN. What do you mean by "retirement?"

Professor NEWCOMB. I will go on the retired list.

Mr. DOCKERY. Would not the law forbid that?

Professor NEWCOMB. No; the law allows a retired officer to be employed as a civilian.

Mr. DOCKERY. Who is the other mathematician to whom you refer?

Professor NEWCOMB. Prof. George W. Hill, of New York State, who is one of the very best mathematical astronomers living.

The CHAIRMAN. Is he a man in independent circumstances?

Professor NEWCOMB. He is in his own way independent. He was for a number of years employed with me at a salary of $1,600, and he did a part of this work. The moment it was finished he resigned to pursue studies in his own way at his own home.

The CHAIRMAN. Have you anything else to say?

Professor NEWCOMB. I do not know that I can put this any stronger. I would suggest, as the Secretary of the Navy has suggested in his report, that the word "service" be put in instead of "salaries." It would give more latitude than if it were mentioned as "salaries."

The CHAIRMAN. Suppose that by the insertion of a paragraph in the bill you be continued until the completion of that work?

Professor NEWCOMB. I feel that I am entitled to retirement. The salary does not provide enough for my living, and I have decided to retire.

The CHAIRMAN. What will be your retired pay?

Professor NEWCOMB. Two thousand six hundred dollars, the usual retired pay. I have declined on three occasions to take employment outside of the Government. Twenty years ago I declined a position in Harvard Observatory at a salary of $5,000, with all the privileges of Harvard, because I wanted to go on with this work. A

year later I declined the use of my name as a successor to one of the professors at Harvard; and I declined the use of my name to succeed one of the professors at Johns Hopkins University, Baltimore, because I felt that I could retire at the age of 62, and would have the retired pay. I do not feel that it is quite the thing to ask me to continue on with the work on the salary of a supervising mathematician. It is quite possible that I can, before I retire, come before this committee with an estimate showing a diminution of 20 per cent on the ground of this work being completed. I must leave that to my successor, and I can not speak for him.

Mr. DOCKERY. Do you mean to say that after the completion of this work the force can be decreased to the extent of 20 per cent?

Professor NEWCOMB. Yes, sir; simply because this work will be done. I should be glad to have that go down in your record, because it has been to me a matter of pride. I have been looking forward to making that statement before the committee in regard to this appropriation.

DECEMBER 10, 1896.

DOORKEEPER HOUSE OF REPRESENTATIVES.

STATEMENT OF MR. W. J. GLENN, DOORKEEPER OF THE HOUSE OF REPRESENTATIVES.

The CHAIRMAN. On page 22 you have an item for the employment of Joel Grayson in the document room at $1,500. You did not submit that in your estimate.

Mr. GLENN. That was inadvertently left out.

The CHAIRMAN. The services are necessary?

Mr. GLENN. Yes, sir; at the first session of this Congress there were ten resolution places provided, and among them were three special places allowed to the minority, which had been customary in previous Congresses.

The CHAIRMAN. What places are those?

Mr. GLENN. The places held by Mr. Isaac R. Hill, Thomas A. Coakeley, Mr. Browning, and James English. The intention was that they should be carried until the beginning of the next Congress, as they always have been carried.

The CHAIRMAN. How are they paid?

Mr. GLENN. By the Clerk, out of the contingent fund.

The CHAIRMAN. Not by the Doorkeeper?

Mr. GLENN. No, sir; they were put on last December, a year ago, at the beginning of this Congress.

Mr. HEMENWAY. Prior to that time they had been on during the vacation?

Mr. GLENN. The places, but not the men. The Fifty-third Congress was Democratic, and these minority places were held by Republicans.

Mr. DOCKERY. Mark the places filled by the minority.

Mr. GLENN. Yes, sir; there are four. In the Fifty-third Congress the House document room was abolished, and the work transferred to the Doorkeeper's department. By resolution three places were provided—one assistant superintendent at $1,600, another place at $1,200, and one at $1,000. Those men are at work and are necessary employees.

Mr. DOCKERY. What is the next?

Mr. GLENN. By special resolution Charles W. Coombs was made special messenger at $1,800.

Mr. DOCKERY. Are these the technical titles which you are giving?

Mr. GLENN. Yes, sir; Mr. Coombs was put on by special resolution. I was directed to appoint him.

The CHAIRMAN. What is your recommendation with reference to this force paid out of the contingent fund?

Mr. GLENN. I would recommend that they be made annual.

The CHAIRMAN. A part of your force is covered by the appropriation in the legislative bill, under the paragraph, "Office of Doorkeeper?"

Mr. GLENN. Yes, sir.

Mr. DOCKERY. You have some others?

Mr. GLENN. Yes, sir; another was as assistant messenger to the press gallery, George Jennison, at $1,200 per year. I was directed to do that by resolution.

The CHAIRMAN. Of course, in this transfer, office of Doorkeeper, you make no recommendation as to designating them by name?

Mr. GLENN. I do not. I was directed by those resolutions to appoint these people.

Mr. DOCKERY. Right there is a question which becomes material. In the event that these positions are provided in the legislative bill, would you continue these same persons?

to those four places, they are always selected by the minority. As ould be impossible for me to say.

What about C. W. Coombs?

ll, there is no doubt but those resolutions intended these gentlemen up to the beginning of the next Congress.

Does the salary of C. W. Coombs run up to the beginning of next

s, sir.

Now, if we provide one special messenger at $1,800, will he be continued for nine months?

Mr. GLENN. I do not see how it would be possible to dismiss him. The resolution carries him to the beginning of next Congress.

Mr. DOCKERY. Would you construe that resolution of the House to be an instruction to you to keep him for nine months?

Mr. GLENN. I should.

The CHAIRMAN. Will you be kind enough to send us a communication covering these four places which belong in this bill?

Mr. GLENN. I will do so.

DECEMBER 10, 1896.

CLERK'S OFFICE, HOUSE OF REPRESENTATIVES.

STATEMENT OF MR. HENRY ROBINSON, DISBURSING CLERK, REPRESENTING THE CLERK OF THE HOUSE.

The CHAIRMAN. On page 16 we have the items of the office of Clerk of the House. The first item is the delivering of stationery, documents, etc. New langauge has been added. Why do you want that?

Mr. ROBINSON. That $900 is usually used up at the end of each fiscal year.

The CHAIRMAN. Do you not deliver stationery, documents, etc., now?

Mr. ROBINSON. I suppose so.

The CHAIRMAN. Is there any question in the passage of the vouchers?

Mr. ROBINSON. No, sir.

The CHAIRMAN. Then there is no necessity now. There is no question but what you have the right to do it?

Mr. ROBINSON. There is not.

The CHAIRMAN. Then go to the tally clerk and disbursing clerk, $3,000 each. Is there a disbursing clerk?

Mr. ROBINSON. I am the disbursing clerk. It is proposed to increase that from $2,500 to $3,000. The reason for making the recommendation is this: Since Members of the House have been allowed clerk hire it has given us additional labor, and the disbursing clerk and the assistant disbursing clerk have had additional duties, because we have to send each Member a voucher during the whole twelve months.

Mr. MCCALL. You may not need to do that during the next Congress.

Mr. ROBINSON. Possibly not. The assistant disbursing clerk is the same. It has been recommended year in and year out. It is thought that those two positions did not draw salaries enough in proportion to the duties.

Mr. MCCALL. You say that this recommendation has been made heretofore?

Mr. ROBINSON. Right along.

Mr. MCCALL. Then it is not necessary to increase it on account of the increased work?

Mr. ROBINSON. Yes, sir; for that reason, and by reason of the responsibilities of the position. I am loath to speak of it, as I am the beneficiary in this case.

Mr. DOCKERY. The disbursing clerk's salary is $2,500 and the assistant $2,000. What amount do you disburse annually?

Mr. ROBINSON. It amounts to over $1,200,000.

Mr. DOCKERY. How many clerks have you to assist in the work?

Mr. ROBINSON. We have a disbursing clerk, an assistant disbursing clerk, and two bookkeepers. As to the stationery clerk, an increase is recommended there of $200—from $1,800 to $2,000.

The CHAIRMAN. Why do you increase his salary?

Mr. ROBINSON. It is in connection with the amount of work in the office and the responsibility of the position.

The CHAIRMAN. Page 17, last line, two messengers House library. Why do you want the words "House library" left out?

Mr. ROBINSON. The messenger there is Ernest Russell. His place has been in the Clerk's office.

The CHAIRMAN. Is it your purpose to use him other than as a messenger in th House library?

Mr. ROBINSON. Yes, sir. He is really in the House library, but at the same time he is detailed to do work in the Clerk's office. It is necessary to have him there. He has been there under Mr. McPherson.

The CHAIRMAN. Is he there now?

Mr. ROBINSON. He is.

The CHAIRMAN. There is no trouble about the approval of the vouchers?

Mr. ROBINSON. None whatever.

The CHAIRMAN. On the bottom of page 24 you ask for wrapping paper, etc., 1898, $6,000, and the appropriation for 1895 was $5,000. Why that increase of $1,000?

Mr. ROBINSON. It is hard to estimate how much we will need. That is a matter for Mr. McKay, who is foreman of that department. He recommends it because it was necessary for paste, twine, wrappers, etc., in sending out books from the folding room.

The CHAIRMAN. There is not going to be as much expenditure for wrappers, etc., the coming year as there has been during the past Presidential contest.

Mr. ROBINSON. That is the reason he recommended it, because he thought it was necessary. He would be a better judge of that than I would.

The CHAIRMAN. Page 25, fuel, oil for heating apparatus. Your estimates were $8,000, and the appropriation for 1897 was $8,000. I understand that you have some special reason at this time why that should be increased.

Mr. ROBINSON. One reason is that they have changed the mode of lighting the Capitol. They are using electric lights in place of gas. They have put a new plant in the basement, and you have doubtless noticed that they have put electric lights throughout the Capitol Grounds. That necessitates more cost in fuel, but the gas bill will be less.

The CHAIRMAN. For furniture you ask an increase next year of $3,000.

Mr. ROBINSON. Yes, sir. That is done with the intention of recarpeting the Hall of the House.

The CHAIRMAN. Do you ask for any deficiency this year in furniture?

Mr. ROBINSON. Last year; not this year. We have kept this within the appropriation, and will not need anything until 1898.

Mr. MCCALL. You speak of recarpeting the Hall. What becomes of the old carpets when you recarpet?

Mr. ROBINSON. They are taken downstairs to the storeroom and are sold.

Mr. MCCALL. Has it not been the practice heretofore that some of the employees have pounced upon that material and appropriated it?

Mr. ROBINSON. I never heard of it. They have a storeroom, and these things are stored downstairs. It has been usual to sell them by public sale.

Mr. MCCALL. The matter was discussed by the Committee on Accounts last year, and it occurs to me that there ought to be a stricter regulation about it.

Mr. ROBINSON. Mr. Browning is usually very attentive in those things.

The CHAIRMAN. Miscellaneous items: You ask for $10,000 more.

Mr. ROBINSON. Yes, sir. May 25, 1896, there were $20,000 given. It is now almost exhausted, being reduced to $4,407.11. That will not last long. It is necessary that there should be an appropriation for immediate use. We will ask for $20,000 anyway at this time. We are now down to $4,407.11, taking out what we expect to pay this month. We have used up everything.

The CHAIRMAN. You have only three months more to run.

Mr. ROBINSON. Yes; but all the employees and everything which goes through the Committee on Accounts is payable out of the contingent fund, which is the miscellaneous. In 1896 there was $11,000, which remains unused. We can not use it, and it lapses into the Treasury.

The CHAIRMAN. The next is stamps for the postmaster, $100. For the Clerk of the House you ask an increase from $200 to $500.

Mr. ROBINSON. Those postal bills run from $40 to $60 a month down there. In sending certificates of clerk hire we have to send one out to each Member, and it requires an additional stamp and it takes time; and they have to send that back again.

Mr. MCCALL. What comes back?

Mr. ROBINSON. The certificate.

Mr. MCCALL. Were they not virtually all signed at the close of last session?

Mr. ROBINSON. A part of them were. Where a Member knew definitely, they were.

Mr. DOCKERY. On what do you pay postage besides this? What are the other expenditures under this postal item?

Mr. ROBINSON. We pay the mail of the chief clerk, the mail for clerk hire, the newspapers' clerks mail upstairs, and furnish stamps for all the departments under

the clerk's office. It takes $500, and we need every cent of it. What Mr. McDowell would like would be to have the franking privilege for his office.

Mr. McCALL. I do not know why he is not entitled to the franking privilege in sending out those checks.

Mr. ROBINSON. He ought to have it.

DECEMBER 12, 1896.

CARSON (NEV.) MINT.

STATEMENT OF HON. FRANCIS G. NEWLANDS.

The CHAIRMAN. You have read the letter of Mr. Preston with reference to the Carson City mint, and the statement which he makes.

Mr. NEWLANDS. I understand that the appropriation last made for the mint was $39,000, and Mr. Preston is pleased to suggest a change reducing it to a little less than $20,000. All that I have to say in respect to that is that before leaving the State I spoke to the superintendent in regard to this change, and I asked him to send me the data to support his contention that the appropriation should be continued, but I did not think that the matter would be considered so early, and I have not yet received any information from him. I have, therefore, not much information upon the subject. We must admit that the charge per coin is larger than at other mints, because we have all the fixed charges which the other mints have, and a much less amount of metal to coin. Therefore the cost per coin is greater.

The CHAIRMAN. The cost per coin is more because it is an annual personnel, and your coinage is a limited coinage?

Mr. NEWLANDS. Yes, sir. Now my idea always has been that the mints of the country should be near the mines, and I think that is particularly so with reference to the minting of silver, because in the Eastern States there is a great prejudice against the use of the actual coin, both gold and silver, whereas in the mining States—the Pacific States—they are accustomed to the use of the metals themselves. They use both gold and silver coin out there. It has always appeared to me to be a mistake to use this large mass of certificates and Treasury notes against silver piled up in the Treasury in the shape of bullion or coin, and looked upon by the entire world as a menace.

It would be much better for the country and much better for the silver question if the silver coin were in actual circulation among the people, and I think that in the gradual sattlement of this question, whether it is done by international action resulting in free coinage, or perhaps limited renewal of coinage in this country, whatever is done will perhaps take the shape of having the bullion owner take his bullion direct to the mint and having it turned into dollars, receiving either the entire amount of dollars that his bullion will amount to when coined or else receiving the market value of his bullion in dollars. Then the bullion owner will take the actual coin and pay for his supplies, his labor, etc., putting the money in circulation; and so the area of country in which the coin is in circulation would gradually increase until it would reach out to the Middle West and perhaps to the East, and the people would gradually get accustomed to the use of coin itself.

Now, it strikes me it would be a step backward to close that mint at Carson City. I believe it is the only mint in that region. Of course, the Comstock is now on the decline, and there is not much bullion being produced just now.

The CHAIRMAN. What was the bullion output of Nevada last year?

Mr. NEWLANDS. Really, I can not tell. It was not a very large one of silver; not more than a million or a million and a half of silver. The output of gold is much increased. They are looking for gold in Nevada now. But there is what is called the Brunswick load, which parallels the Comstock, at a distance of about 5 miles, and it is thought by some to be a portion of the same mineral deposit as the Comstock. It is about 50 per cent gold and the balance silver. They have very favorable indications, running along for quite a distance, of a good streak of ore, and they hope it may lead to a partial renewal of activities in the mining district. Then, we have a very extensive mining district stretching along to the south of Carson for about 250 miles; and they are making great developments in gold mining. It seems to me that while this whole question is in a transition state, a formative process almost, that this appropriation ought to be made just as it was last year.

The CHAIRMAN. In the consideration of this matter we can not determine the policy of the Administration. We simply operate in our appropriations under the statute, and in order to see whether a certain amount of subordinate force is needed in any Department or subdivision of the Government, we desire to know first whether they are necessary and needful. That is the practical proposition that presents itself to

us. The mint at Carson City, Nev., is established by law. You have a body of men there who are paid by the appropriation bill. The Director of the Mint was here before us and makes a statement that so and so will be necessary. We have to take the recommendations of the chief of the Department in regard to reductions as well as increases.

Mr. NEWLANDS. I understand that, of course, and I do not wish to enter into any discussion of what is likely to be the monetary policy of the country; but we know as a fact that there will be a movement toward international bimetallism, and there is nothing in its platform to prevent the Republican party from restoring to a greater or less degree the limited coinage of silver, and I am endeavoring to set out the mining resources of that region. It seems to me it would be wise to let this thing alone until you have a Republican Director of the Mint and see what course he will pursue. I intend to push very vigorously this idea, that a large proportion of the minting should be done in the mining regions.

Mr. MCCALL. What reason can be assigned for keeping that mint open when there is practically no coinage being done there?

Mr. NEWLANDS. I think a large amount could be done there if the Director of the Mint were disposed to let it be done. There is a general feeling that this Administration has been very hostile to that region.

Mr. MCCALL. That is an administrative function purely?

Mr. NEWLANDS. Under the law they can have the coinage done at any of the mints, and the Eastern mints get most of it. Here in this communication [referring to paper in his hand] the Director of the Mint says they will have to work at Philadelphia sixteen hours a day for five years in order to coin the silver bullion accumulated there. It strikes me that if the Administration were at all friendly to this idea of having at least a portion of the minting done near the mines, that employment could be secured for that mint, and that is why I urge that the incoming Administration should handle this whole thing with undiminished appropriations, so that that mint can secure its proper amount of mintage. It is entirely in the power of the Director of the Mint to prevent them from minting a dollar if he so desires. He can direct all the bullion that is to be coined to go to Philadelphia, San Francisco, or to New Orleans if he so desires.

Mr. HEMENWAY. There would be no trouble in reestablishing the mint if it was found desirable to do so?

Mr. NEWLANDS. I am not familiar enough with this subject to say. I have relied upon letters from the superintendent of the mint, which I have not as yet received. Here we are dealing with a State that is in a condition of decline. It receives no appropriations, or hardly any, from the Federal Government for any of the great public uses, either for waterways or for harbors, or anything of that kind. Here is a town that largely relies upon this mint as one of its means of support, and it would be a cruel thing to that town to destroy the operation of that mint now.

Mr. HEMENWAY. On the other hand, is it not wrong for this salary roll of nearly $20,000 to be continued when there is no coinage going on at the mint?

Mr. NEWLANDS. With reference to that, I think that if the Administration were friendly at all to that mint that enough business could be secured to keep the entire force there employed. I would not take the administration of Mr. Cleveland as a test of the possible business of that mint in the future with just the right kind of an Administration.

Mr. MCCALL. Has not the superintendent of the mint at Carson City made suggestions to the Director of the Mint covering this whole subject?

Mr. NEWLANDS. No; I think not.

Mr. MCCALL. Has he not, under the law, reported to the Director of the Mint?

Mr. NEWLANDS. I really do not know.

The CHAIRMAN. He does that of necessity, under the rules of the Department?

Mr. NEWLANDS. I presume he does.

Mr. MCCALL. Then, if that is true, would there be a probability that what he would submit to you would be different from what he has said to the Director of the Mint?

Mr. NEWLANDS. I do not know when he makes a report or whether he makes any report. I do not presume he has made his report for this year.

The CHAIRMAN. He asks virtually the same amount.

Mr. NEWLANDS. All I suggest is that here is the whole question of the monetary policy, that it is in a formative condition now and a new Administration is coming in—one which we trust will do something to develop the great undeveloped wealth in that region out there—and I do not think it is advisable just now to make any change, but it should be left to the next Administration to see that it gets a proper share of the business. As I have said, it is the only mint in the mining region. I am sorry that I have not more data to give you.

The CHAIRMAN. Of course, your data, whatever it might be, would be interesting and doubtless instructive to the committee. But the only proposition we have before us is, in making this appropriation for this Department of the Government

we are informed officially by the Director of the Mint that there is no work for Carson City, Nev. The personnel there is regarded as a continuing personnel, and the men under annual compensation are supposed to have work continuing to justify the Government in paying that compensation; and we are confronted with this statement to the effect that these men have no employment.

Mr. NEWLANDS. I do not think that can be truthfully said. They are certainly employed. The only difficulty is that it does not work as economically per coin as the other mints.

Mr. MCCALL. As I understand it, they are practically idle.

Mr. NEWLANDS. I do not see that in this letter of Mr. Preston. I see nothing to that effect.

The CHAIRMAN. He makes the statement in his letter that in so many years, under the statute, coinage has stopped because sufficient bullion was not there to go on with the coinage, and that therefore the force is unemployed, and at the same time the annual salaries of these subordinates run on. We will, however, take your statement, Mr. Newlands, and read it over with great care.

DECEMBER 12, 1896.

THE NEW CONGRESSIONAL LIBRARY.

Messrs. Hansbrough, Harmer, and Quigg, of the Joint Committee on the Library, appeared.

The CHAIRMAN. We understand that under the action of the House, you gentlemen of the subcommittee of the Joint Committee on the Library, are authorized to sit in Washington, D. C., during the recess of Congress for the purpose of inquiring into the condition of the Library of Congress, if such may be deemed advisable, and also report a plan for the organization, custody, and management of the new Library building.

That is the authority we understand under which you act. Therefore your submission to us in connection with the bill that will be reported to the House at an early date—the judicial and legislative bill—is simply for the purpose of giving us information in reference to what you propose to recommend, in order that we may determine what increased force we will give under the paragraphs in our bill covering the custodianship as well as the general management of the Library. Now, you have a statement here, which we have in full, that will be made a part of your statement before this committee. We will also have your testimony. That will run to the necessity of the personnel or subordinate force of the Library, and that we can be intelligently informed upon from your testimony. The only matter I think which will brief your hearing and at the same time give us all the information we desire—and we desire what information we can obtain on this matter—would be such legislation as you think we could incorporate in our bill if it is approved by the committee. Unless you have some reason why you want to more fully inform us on the personnel and subordinate force, I think the foregoing matter will be all we desire.

Mr. QUIGG. Our testimony, Mr. Chairman, will not be ready for some days yet, certainly not in time to enable you to perform an accurate judgment upon it. We have come here with the idea that we can supply to you facts that will justify you in incorporating in your bill not only an appropriation for the Library but such legislation as may be necessary for the removal of the Library and for the custody and management of the Library thereafter. Of course, we understand it is subject to a point of order, but I think none will be made. Is not that right, Mr. Hansbrough?

Mr. HANSBROUGH. I think that is an accurate statement.

The CHAIRMAN. That we are willing to hear you upon with great pleasure. This is your recommendation [referring to paper]?

Mr. HANSBROUGH. Yes, sir. I think that is what might be termed an official copy. But there are a few little changes. I have what I call an official copy that I will turn over to you.

Mr. HARMER. These conclusions are based upon the facts we have arrived at in the investigation, which investigation has been very thorough.

Mr. HANSBROUGH. I will say that as chairman of the Joint Committee on the Library I was absent during part of the hearings, and Mr. Quigg and Mr. Harmer will know more about the matter than I do. But in a general way I believe you will agree with me that this is almost emergency legislation. The building is almost ready to be occupied and it is a grand structure, as you know, and it should be occupied properly and managed properly, of course, and it is almost absolutely necessary that something should go into this legislative bill for that purpose. I think we are presenting here, or will present, a proper plan for the same.

The CHAIRMAN. Referring to this paper, you have everything here in full down to "the purchase of books." The first thing is the subordinate force in detail.

Mr. HANSBROUGH. I want to call attention to the fact that this statement is predicated upon estimates made by Mr. Spofford and Mr. Green, with three exceptions, Mr. Chairman.

Mr. QUIGG. I think I can tell you definitely with regard to this part of the bill that makes the appropriation.

The CHAIRMAN. That is, the paragraphs that run to the extent of $94,000?

Mr. QUIGG. Yes, sir. If the chairman will take the printed estimate and compare it with ours he will discover three changes. The changes are as follows: We provide a director of the Library, at a salary of $7,500, as the administrative officer of the entire Library business, including copyrights. By our legislation we confer upon that officer all the duties that now appertain to the Librarian of Congress. He does not need to be a bookworm, as I take it, but an administrative officer, capable of conducting that building and all its affairs. We then provide for a chief librarian at a salary of $4,000. That retains the first line in the appropriation estimate—"Compensation of librarian in chief," but we call him chief librarian. Now, if you will look down in the appropriation to the catalogue department, you will observe that we have considerably increased the force. In the place of one assistant at $1,800 we make two. In the place of two at $1,200 we make four. In the place of two assistants at $900 each we make six. I will undertake to justify those changes in a moment.

The CHAIRMAN. Reverting for a moment—[reading] "One chief of catalogue department, at $3,000."

Mr. QUIGG. We retain that.

The CHAIRMAN. That is the compensation now?

Mr. QUIGG. Yes, sir; that is the compensation now. Now, in the department for the custody, care, and maintenance of the new Library we retain that appropriation just as it is, excepting we provide for one messenger at $720. Those three changes, therefore—the change in the direction of the Library, the change in the catalogue force of the Library, and the addition of a messenger in the custodian's department—are the three changes we make in the estimates.

The change in the catalogue department and messenger was made upon the urgent recommendation of all the expert librarians who came before us during the examination. We sent for Mr. Putnam, the librarian of the Public Library, Boston; for Mr. Dewey, the librarian of the State Library at Albany; for the president and secretary of the American Library Association; for the librarian of Columbia College and of Amherst College. We examined these gentlemen in great detail concerning the methods pursued in those great reference and distributing libraries. We examined Mr. Spofford also with great care with regard to the matter of the cataloguing, and we discovered this fact: That there exists in the library no catalogue to-day that can be considered adequate. We discovered that we have got in the library 740,000 volumes, and in addition a vast mass of what might be called rare and curious and important collections, mainly historical in character, and these collections are not catalogued at all. We discovered that there exists for these 740,000 volumes nothing except a card catalogue. In other words, there are 740,000 cards, saving and except those that may have been lost and stolen. We discovered that that is the only basis of information with regard to the books, their position, their character, their contents, and that there is no shelf list, and that there is no original inventory of books as they are brought into the building.

Now, Mr. Chairman, I was informed of that state of affairs before we took up this investigation, and I visited the library at Boston, the library at Albany, the Astor, the Lenox, and other libraries, and I discovered not only that those libraries possessed catalogues, that they possessed a shelf list, that they possessed an original inventory, and possessed a card catalogue, but that they went into the business of cataloguing in what might be called bibliographic form, so that whenever there was any subject before the country of general interest—such, for instance, as the Cuban revolution or the Jameson raid, or the Koch discovery—they had their catalogues in such excellent condition that in an instant of time they could issue to their readers a bibliography showing all the contents of their library on those subjects, and showing what each book contained. The Congressional Library could not possibly do any of that kind of work. We examined Mr. Spofford and saw that he had made his estimates for a catalogue force in the fear, as became him, of this committee's economical tendency, that he had been extremely mindful of that consideration, and that he had not prepared for any adequate cataloguing of the Library.

Now, Mr. Chairman, I can not enforce upon the committee's consideration too earnestly the urgent necessity of a proper cataloguing of these books. We do not know to-day what is in the Library. We have no information except Mr. Spofford's memory. If he were at this minute stricken down with apoplexy or rendered so that his mind was not available for this committee's use or for the use of Congress, there would be no human soul who could make head or tail of that Library. Of course that is no condition for the Library to be in. We want to know what it contains. If this

legislation is approved by this committee and adopted by Congress, the joint committee proposes to spread out these books, to call in expert testimony that will enable us to judge of the value of the collections of rare and curious and historical works and manuscripts, so that we may know what to display and what not to display.

We propose also to see to it that through the Librarian there shall be immediately prepared a shelf list that will show each particular book in its proper position; that will, in other words, be a guide to the Library. Second, a card catalogue that will enable the assistant, when anyone calls for a book, to understand in a second whether he has got the book, and if he has, where it is; and, third, an inventory which will be the original trace list of the whole business, which any one person can keep, that will show daily the accretions. Now, we have provided this large force which Mr. Spofford, after consultation with all the librarians, decides to be the smallest possible number that he can get along with to accomplish that work in the course of three years.

The CHAIRMAN. With reference to the catalogue department, you increase Mr. Spofford's recommendation, which is a part of the estimates of the Treasury Department—you increase them how much?

Mr. QUIGG. Nine men.

Mr. HARMER. That is to carry out necessary work that has been neglected?

Mr. QUIGG. Precisely, in order to accomplish work that has been neglected, and to accomplish it in a period of three years.

The committee's view, on hearing the testimony, was that it could not well be accomplished by rushing things, but that the unknown collections of the Library were so vast that it would be necessary to take a small force and have them go over it under one direction.

The CHAIRMAN. Now, that is all on that point?

Mr. QUIGG. Yes, sir.

The CHAIRMAN. Have you gentlemen any questions to ask the Committee on the Library covering the reference to the catalogue department?

Mr. DOCKERY. Did you consult the director of the public library at Boston concerning these proposed additions to the catalogue force?

Mr. QUIGG. We did and the evidence of the director of the Boston library is that the additions should be at least fifteen in number, where we have made it nine. I will say on that point that our examination of the director of the Boston public library, who to my mind is a man of the very highest ability in his profession, was extremely searching on all these questions, and especially with regard to the public uses that might be made of these collections, and at the root of all those public uses is this urgent necessity of getting a proper catalogue of the Library.

Our examination of the Library was extremely thorough in every one of the forty-four departments, and we reached the conclusion that the Librarian himself was unable to inform us adequately of the contents of his forty-four departments of the Library, and that with the exception of the Librarian there was nobody who knew anything about it, and that there existed no sufficient written evidence whatever.

The CHAIRMAN. Have you anything to say on the compensation of the director of the Library, $7,500, as to a director as above and beyond what you call your chief librarian? Give us your distinction, now.

Mr. QUIGG. I have to say this: Mr. Spofford has shown by his conduct of the Library, and I think that the fact is entirely familiar to this committee, that he has been unable to deal with all the work that has been committed to him by Congress. I do not know that anybody could have dealt with it more successfully than Mr. Spofford has, but I know that he has not dealt with it successfully. The Library work is in arrears in all respects, and not, I think, wholly because the force was inadequate, but because the supervision which he was obliged to make as Librarian occupied necessarily so much of his time that he was unable to give his attention to the other business. I suspect also that any man who could be employed as a librarian would, by reason of his education and the character of his mind, be unsuitable for an administrative officer.

The libraries of the world to-day are conducted on a very different principle from that on which we have been conducting this Library, in so far as a principle has existed here. Librarians are not now bookworms. They are mainly men educated in library economy. A department of library economy exists in many colleges, and the business of conducting a library—the profession—is taught by a two or three years' course of study and preparation. We maintain in the State of New York a college of that character, at the head of which is a gentleman formerly the professor of library economy in Columbia University. That man is the president of a college which exists for the training of librarians. So it has become a business, a distinct profession. I think that in view of the relation of the copyright business to the accretions of the Library it is highly desirable not to separate the copyright department from the Library. In the very nature of things it has got to be done in the same building.

The CHAIRMAN. That is, independent of the chief management.

Mr. QUIGG. Precisely. It has got to be done in the Library building, or else we have to pay the expense of carting immense quantities of books from one point to the other. We have the rooms properly arranged in the new Library building for the purposes of the copyright business. It is arranged so that the books, having been once attended to in the copyright department, can be sent over into the library department. We think there ought to be such a connection between the copyright and library departments as would place the chief administrative officer in control over both. We think he ought to be a man of business. He handles a great deal of money—he handles all the copyright money; he handles all the money for the pay of his employees. He will now have some relation to the building itself. The Librarian of Congress heretofore has had no care of his quarters whatever.

Now, there has got to be somebody who will have immediate charge and supervision of that great building. We think he ought to be the director of the Library. We think that while there ought to be a custodian who should be an educated engineer, a man who understands that building and knows what a treasure it is and who is able to protect it everywhere, who is able to make such changes as will in no way molest the building, who is able to take care of its locks and its doors and its furnaces and its boilers and engines, who is, in other words, an educated engineer, that while there should be such a custodian, the director of the Library who will direct the entire building substantially, should have such supervision of it as will secure concerted action and agreement; that we should not have two men working at contrary purposes, because each is a boss. We think that there ought to be one administrative officer throughout that whole establishment who should control the Library in all its departments, who should be over the copyright business and at the same time over the custodian.

Mr. HARMER. On account of the increase of the labor in the copyright work?

Mr. QUIGG. Yes, sir.

Mr. DOCKERY. This director is to have charge not only of the building but the copyright business and all departments of the Library?

Mr. QUIGG. Yes, sir.

Mr. DOCKERY. Do you propose to make the place of "director of the Library?"

Mr. QUIGG. Yes, sir.

Mr. DOCKERY. And your proposed bill calls for a "chief librarian?"

Mr. QUIGG. Yes, sir.

Mr. DOCKERY. And the chief librarian will be in immediate charge of the Library?

Mr. QUIGG. Yes, sir.

Mr. DOCKERY. What will be his salary?

Mr. QUIGG. Four thousand dollars; the same as the Librarian now receives.

Mr. DOCKERY. And you fix the salary for the custodian?

Mr. QUIGG. Yes, sir; $3,000.

Mr. DOCKERY. How do you propose that the director of the Library shall be appointed?

Mr. QUIGG. By the President and confirmed by the Senate.

Mr. DOCKERY. How is the chief librarian to be appointed?

Mr. QUIGG. We propose that all employees in the Library building other than the director shall be appointed by the Joint Committee on the Library.

Mr. DOCKERY. Where is your constitutional provision for that?

Mr. QUIGG. They are our employees—the servants of Congress.

Mr. DOCKERY. I think, perhaps, you would run against the Constitution on that.

Mr. QUIGG. No, sir; I think not.

Mr. MCCALL. If you have the director appointed by the President, with the advice and consent of the Senate, would you not give the head of the department or director of the Library the right to appoint his subordinates?

Mr. QUIGG. We make no change in reference to the appointing of the head of the Library, except that the Librarian at present, while he is appointed by the President, is not confirmed by the Senate.

At the request of Mr. Dockery the clerk of the committee read the provision of the Constitution relating to appointments of officials (article 2, section 2).

Mr. QUIGG. The point we make is that these employees, including the director, for that matter, are not officers of the United States, but are employees of Congress, and that we can vest their appointment in the Librarian or in ourselves or in the committee. We elect, for instance, a Doorkeeper and a Sergeant-at-Arms and a Postmaster. We could just as easily proceed to elect all their subordinates as give them the authority to appoint them; or we could hand the appointments over to the Committee on Accounts, for instance. We could do, in other words, anything we chose in regard to those employees. This building is our property; it is the Library of Congress; the books are the books of Congress. It is purely a Congressional matter, and these employees are, and always have been, regarded as the employees of Congress.

The CHAIRMAN. As I understand, the extent of Presidential power or Presidential

action in connection with the Library of Congress has never existed or gone beyond the appointment of the Librarian.

Mr. QUIGG. No, sir; it has never gone beyond that; and as to that, we might just as lawfully have reserved it.

The CHAIRMAN. There has been no Executive touch other than there?

Mr. QUIGG. No, sir.

The CHAIRMAN. And you continue that touch, only extending it and making it a confirmable office in the matter of the director.

Mr. QUIGG. Yes, sir.

The CHAIRMAN. A relation to continue just as it has heretofore been.

Mr. QUIGG. Yes, sir; but the appointment of the Librarian by the President was originally adopted only because the two Houses were unable to agree as to any other method of selection.

The chairman requested the clerk to read the law creating the Library of Congress.

The cleak read the law referred to.

Mr. QUIGG. That "per diem" is important as showing that the Library of Congress was not expected, at its beginning, to be open except when the Congress was in session, and the Librarian, like other employees of Congress, was allowed a per diem compensation. It was expected that when Congress needed him he would be there, and when Congress was not in session he would not be there and would not be paid.

Mr. DOCKERY. I think you will find per diem pay having recognition much more frequently in the earlier statutes than later ones.

Mr. QUIGG. We were a smaller institution in those days.

The CHAIRMAN. Does the copyright law enlarge in any way the relation of Congress to the Congressional Library?

Mr. QUIGG. Not in the least. It does not change it. The copyright law as it was made by the last statute simply provides that it shall be committed entirely to the Librarian instead of to the District courts, in order that the accretions from the copyright law may go into the Library.

The CHAIRMAN. That covers all in the copyright department?

Mr. QUIGG. Yes, sir; and the Librarian of Congress was named as the copyright officer. There is nothing that creates a copyright department in the law. There is nothing that places it in any bureau of the Government. Until the present act was passed copyrights were made by clerks of courts, and no books were required to be handed over to Congress or handed over to anybody in this connection. Then Congress concluded that it would take the copyright business into its own hands and derive a profit from it in books.

The CHAIRMAN. What date was that law passed?

Mr. QUIGG. In 1872; and from that date until now the Librarian of Congress has been copyright clerk. Congress has appropriated what it has thought necessary to assist him in that work, but he is the copyright clerk and there is no other.

Mr. DOCKERY. The law simply devolves the duties relating to copyrights upon the Librarian of Congress?

Mr. QUIGG. Yes; and requires every person who shall avail himself of the law to deposit in the Library of Congress two copies of his publication. That is the only source of accretion.

Mr. DOCKERY. There has been no recommendation in our statutes for one hundred and twenty years that the joint committee of the two Houses should appoint any officer connected with this Library?

Mr. QUIGG. No, sir.

The CHAIRMAN. Have we finished the subject of the subordinate force?

Mr. QUIGG. No, sir; Mr. Dockery has just suggested a very important question with reference to that, which the committee did not hear and which I would like him to put in shape so that it will appear on record.

Mr. DOCKERY. What are the considerations that led the joint committee to recommend the employment of the subordinate force by the joint committee.

Mr. QUIGG. The considerations are these: It appeared from the testimony of all librarians that questions were constantly arising in library management not only as to the employment of the force, but as to numerous other matters upon which it was highly important that the Librarian should have the benefit of the advice of some such body as a board of control or a board of regents. We discovered that although the Joint Committee on the Library by law had large authority over the Librarian, the law had been little observed. The Librarian had little consulted the joint committee. We found that he had an appropriation amounting variously from $10,000 a year to $15,000 a year—continued annually in some sum—which he expended entirely in his own judgment, never seeking to obtain the advice of anybody as to how it should be expended. We discovered that his appointments were made of his own notion; that nothing of the nature of an examination took place for appointment to any of the places under him; that many of them were technical in character and ought to have had some examination into the fitness of applicants; that these

appointments were made simply upon his motion and as the result of such pressure as was brought to bear upon him. We discovered, also, from his testimony and from the testimony of all the other library managers, that a board of control was almost necessary to the proper administration of any such establishment, and the librarians were united in their requests that there should be established here some sort of a board of control to whom they, librarians all over the United States, could appeal for such assistance as the great Library of Congress ought to give to the other libraries all over the country. They did not want to make those appeals to a librarian similarly situated with themselves, or if to him they wanted at least the right of appeal to somebody that was supervisory; and so they urged upon the joint committee the establishment of a board of regents or a board of control.

The committee did not think it wise, nor did they, after hearing all the facts in the case, think that there should be constituted a board of control outside of Congress. We considered the fact that it is a Congressional Library and we desire that it shall be kept a Congressional Library, and we desire for the purpose of increasing the Library and making it effective in all its departments that there should continue that active interest between Congress and the Library that results from its close connection with Congress; and so, upon their advice and in conformity with our own judgment, we thought there ought to be imposed upon the joint committee, as the surest instrument that Congress could select for carrying out its will, such definite and fixed duties with regard to the Library as would see to it that supervision was exercised over it in all its departments, and as would also result in the Library of Congress engaging in such works of assistance as would place the vast collections here, or their contents, at the disposition of all the libraries all over the country.

The CHAIRMAN. Would not that be an entirely new line of usefulness on the part of this Library?

Mr. QUIGG. It would be entirely new, yes, sir; but it would not be expensive and it would be a use absolutely in line with the daily duties; such, for instance, as taking some particular uniques, photographing them, making a typewritten rescript of their contents for the use of the Boston Public Library, which would pay the expenses of such a transcript, and which would thus have at its disposition information which could be got nowhere else. Such bibliographs also as we could make, and so on.

The CHAIRMAN. Let me make this inquiry: The law in regard to the Joint Committee on the Library makes the committee on the part of the House the same as all the other House committees—it dies on the 4th of March?

Mr. QUIGG. Yes, sir.

The CHAIRMAN. But the law with reference to the Senate representation on the Joint Committee on the Library makes that a continuing body and a quorum to do business?

Mr. QUIGG. Yes, sir; and by statute the functions of the joint committee are continued.

The CHAIRMAN. They are continued in the Senate representation of the joint committee?

Mr. QUIGG. Yes, sir; in the Senate representation for such emergent purposes as may arise during the recess of Congress.

The CHAIRMAN. Would you make any suggestions as to any change there?

Mr. QUIGG. No, sir; we thought that under our provision, enabling the joint committee to make rules and regulations for the conduct and the use of the Library, there is power in the joint committee so to hedge in the function of the Senate representation as will see to it that no injury is done to the rights of the House——

Mr. HANSBROUGH. If any such were contemplated.

Mr. QUIGG (continuing). And we assume that our colleagues in the Senate would have no such disposition. We assume also that if they had, and if they did anything that was injurious to the rights of the House, the joint committee when reassembled would correct such misfortunes.

I want to finish my answer to the question as to the employment of the force. It seemed, therefore, in view of all these things, that it was necessary that there should exist some supervision of appointments. The question then came up whether that authority should in any way be shared by the director. The committee thought not. It thought that the best method of selection that was possible through Congress in view of its construction would be by the joint committee. We believe that for the technical places, such as cataloguers in the Library, the joint committee would take measures to see to it that the persons selected were entirely competent and were able to demonstrate their competency, and that upon the whole by far the safest method of selection would be to leave it to the joint committee. We believed that that would relieve the Librarian absolutely from pressure from Senators and Members which might be in any case unsuitable and would refer that pressure, not to their servants, but to their equals, and that the joint committee, whose members were equal with the Senators and Representatives from whom such pressure might

come, would be in a better shape to deal with pressure, if it was unsuitable, than an employee of the House and the Senate.

Those were the considerations that determined the joint committee to propose in this bill the leaving of the administration and of the service of the Library to the discriminating judgment of the joint committee.

The CHAIRMAN. Your testimony not being published, I ask this question: How are the subordinate forces of the other great libraries selected?

Mr. QUIGG. The library at Boston employs its force through a board of regents lawfully, but practically by the librarian. The State Library at Albany employs its force through the civil service commission of the State. All the other libraries employ their forces either through their boards of regents or boards of control or by the librarians themselves.

The CHAIRMAN. The boards of regents, however, in those several libraries are largely continuing boards?

Mr. QUIGG. They are largely permanent boards; yes, sir. The board of regents, for instance, of New York is a life body.

The CHAIRMAN. The Library Committee of the two Houses is always partisan, is it not? In other words, it has a majority that represents the dominant party of the respective Houses?

Mr. QUIGG. I suppose that would be so. Now, Mr. Chairman, I would like to read the legislation that we propose for the purpose of inviting such questions from the committee as they see fit. Succeeding the paragraphs in reference to the appropriations, I read as follows:

"Upon notice by the joint committee on the Library to the President of the United States that the new building for the use of the Library of Congress is ready to be occupied, the President, by and with the advice and consent of the Senate, shall appoint a director of the Library, who shall receive an annual compensation of seven thousand five hundred dollars, and who shall have charge of the Library of Congress under such rules and regulations as may be lawfully established from time to time."

The CHAIRMAN. "Under such rules and regulations as may be lawfully established from time to time." What is your lawfully establishing of rules and regulations?

Mr. QUIGG. It is in the last section of the bill, which I will come to presently, which says the joint committee on the Library shall have power to establish rules and regulations for the conduct and use of the Congressional Library.

The CHAIRMAN. Therefore to lawfully establish from time to time such rules and regulations is the action of the joint committee of Congress——

Mr. QUIGG. Or of Congress.

Mr. HARMER. Congress itself really.

Mr. DOCKERY. Or of the Senate Committee on the Library when the House has no representation on the committee.

Mr. QUIGG. That lack of representation on this committee at certain times is the obvious weakness of our system, but we do not know how to correct it except by the appointment of a board of control outside of Congress. In others words, we do not know how to correct that, except by removing the Library from its present position as a Congressional institution to a national institution, such as the Museum.

Mr. DOCKERY. Could not the Speaker at the outgoing session appoint three persons to serve as members of the committee until the next session and the difficulty you speak of be obviated in that way?

Mr. QUIGG. We think that would be a very proper thing to do, and the joint committee would agree to it.

Mr. DOCKERY. If you have a joint committee that ought to be done.

Messrs. Hansbrough and Harmer acquiesced.

Mr. QUIGG (reading from the proposed bill). "The director of the Library shall give bond, payable to the United States, in the sum of fifty thousand dollars, with sureties approved by the Joint Committee on the Library, for the safe-keeping of the Library collections and for the due and faithful performance of his duties."

That is a continuation of the present law, except as to the amount of the bond. The amount of the bond is increased from $20,000 to $50,000.

"All the duties now by law committed to the Librarian of Congress shall devolve upon the director of the Library when appointed, and the office of Librarian of Congress shall thereupon be abolished. The Joint Committee on the Library is hereby empowered in behalf of Congress to assume the charge and custody of the new building for the Library of Congress, and to make rules and regulations for its occupancy and use and for the accommodation and display in the said new building of the Library collections. And upon satisfactory proof that the duties heretofore conferred by law upon Bernard R. Green in relation to the construction and completion of the said new building have been fully performed, the Joint Committee on the Library is authorized to discharge the said Bernard R. Green of all duties and responsibilities in connection with the said building."

Now, that paragraph, Mr. Chairman, should be explained, perhaps. You will observe that its first point is to discharge the Librarian when the director is appointed. Its second point is to hand over that building to the joint committee as the custodian in behalf of Congress, with power to the joint committee to make rules and regulations for its occupancy and for its use and for the display there of the collections; and its third point, without in any way interfering with the powers now conferred on Mr. Green, which are the powers given in 1886 to General Casey, who was then employed by Congress to construct a building—it says to the joint committee, "When Mr. Green shows you that he has done the work that the law tells him to do, dismiss him." Now, that needs to be done by law. The statute of 1886, which was introduced in an appropriation bill, has simply this effect and no other. It says to General Casey: "Here is one million dollars now. You have already had a million and a half; we will allow you five million five hundred thousand dollars more than you have already had, and here is one million of the five million five hundred thousand; you take that one million, with the knowledge that four million five hundred thousand dollars are hereafter coming to you, and go to work and build a building."

The CHAIRMAN. That is the limitation of the law?

Mr. QUIGG. Yes, sir. It does not say to him where to stop or when to stop or anything of that kind; and the joint resolution appointing Mr. Green, which was passed last year, says to Mr. Green: "You take all General Casey's powers and responsibilities, and you perform all of General Casey's duties." Now, this building is completed; it is ready for occupancy—ready for the Library—except as to certain little details that are not in a satisfactory condition. I do not mean to say that it is complete now. It will be completed on February 28. That is the date originally set by General Casey three years ago in his report. He said that in three years more it would be ready. Two years ago he fixed this date absolutely—the 1st of March, 1897. Now, that agreement will be performed to the letter, except that there are three statues for which arrangements have not been made as to their placing, but which are being cast and at this time are in various stages of the casting process. One of those statues may not be here until summer. It will not be necessary to continue Mr. Green for the purpose of putting that statue up on a pedestal some time next summer. We are paying him $5,000 a year—an annual salary fixed by the joint resolution—General Casey having had no salary whatever from Congress, simply receiving his pay as an army officer.

The CHAIRMAN. What was his pay as an army officer?

Mr. QUIGG. I do not know. I would not undertake to say. When General Casey died, Mr. Green was employed by joint resolution at the annual compensation mentioned. Now, the comimttee does not think that it is necessary to employ Mr. Green far into the summer at a salary of $100 a week simply that he may wait two months doing nothing in order to stick a statue up. There ought to be some authority in somebody to terminate Mr. Green's employment. Now, that is involved also in the character of the appropriations, and the next paragraph comes to that, and provides as follows:

"That any balance now existing of the appropriations heretofore made for the construction and completion of the said building is hereby rendered available, not only for that purpose, but also to furnish and equip the said building for its use as the Library of Congress, and also for the removal of the Library collections from the Capitol building to the said new building; and the Joint Committee on the Library is hereby directed, through such agencies as it may select, to effect the removal of the said Library collections and their arrangement in the new building and to purchase the necessary furniture for the furnishing and equipment of the said new building; and all expenses incurred in carrying out the provisions of this paragraph shall be paid by the Secretary of the Treasury under such rules and regulations as he may prescribe."

Now, you will observe, Mr. Chairman, that this paragraph proposes to take a sum of money which exists and which, when everything has been paid for in connection with the whole work of construction, will amount to $50,000, or perhaps to $65,000. The joint committee supposes that that sum will be sufficient to furnish that building with whatever is necessary for its immediate occupancy, and also to effect the removal. If this act passes, we shall proceed immediately to employ Mr. Green and Mr. Spofford to effect the removal. We shall tell Mr. Spofford to get his collections in order right away—all the collections that are not absolutely necessary from day to day for the use of Congress. We shall tell Mr. Green to arrange to cart those things over, and we shall accomplish the removal through Mr. Green and Mr. Spofford, and we want the authority now to employ Mr. Green, since he has had all the rest of the thing to do—of course not at a new salary or anything of that kind—and to design the furniture. There are two rooms over there intended for the use of the House and the Senate, and they have been very elaborately decorated, and we think that the furniture in the rooms should have some relation to its beautiful decorations.

Mr. DOCKERY. I do not think you need take any time in explaining that matter. I do not think that there will be any trouble about that.

Mr. QUIGG. I want to point out a matter which may arise when you come to examine this paragraph, Mr. Dockery—that the law now provides that Mr. Green shall spend this appropriation, which is the balance of his $5,500,000, under such rules and regulations as the Secretary of the Treasury may prescribe. Now, since that appropriation is also to be used by the joint committee on its order, we confer the same authority on the Secretary of the Treasury to provide rules and regulations so that there will be no confusion in the accounts.

The CHAIRMAN. Have we empowered Mr. Green by any act of Congress to purchase this furniture?

Mr. QUIGG. No, sir; there is no authority vested in Mr. Green to do anything but to complete the building.

The CHAIRMAN. I had inferred from some remark that Mr. Green now had that power.

Mr. QUIGG. No, sir; he has not. What I was saying when Mr. Dockery asked the question was that if Mr. Green is to be employed the joint committee wish to see that the furniture is characteristic, and we want the authority to do it now.

The CHAIRMAN. You want this remaining unexpended balance of the sum total of $5,500,000 to be available immediately?

Mr. QUIGG. Yes, sir; and because we think that when Congress adjourns on the 4th of March that building will be ready to be got into, and that if Congress reassembles on April 1 we can have everything ready at that time, provided we get this money now.

The CHAIRMAN. I understand you want this balance immediately available?

Mr. QUIGG. Yes, sir. Now, I come to the final paragraph:

"The Joint Committee on the Library shall have power to establish rules and regulations for the conduct and use of the Library of Congress, and, with the exception of the director of the Library, to employ or remove all persons for whose compensation provision is made in this or any subsequent act under the title of 'The Library of Congress.'"

So far as that paragraph relates to the employment of persons, I have already given the reasons that have lead the joint committee to recommend it. So far as it relates to conduct and the use of the Library of Congress, I recall to your attention what I said a while ago concerning the establishment of some supervisory body. That course is urged upon the joint committee by all the librarians whom we have consulted, and we suppose that no way is so feasible or so sure of good results as to impose upon the joint committee such power, such complete power, as will persuade it it is a responsibility and a duty.

Mr. HANSBROUGH. The joint committee itself always being under the direction and control of Congress, it is not an absolute power.

The CHAIRMAN. Does Congress in any way control or supervise, direct, appoint, or remove the subordinate force of the Public Printer—do you know of any such power?

Mr. QUIGG. I don't think it does.

The CHAIRMAN. I wanted that information because it runs in almost parallel lines.

Mr. HARMER. The Printing Office is not an immediate adjunct of Congress.

Mr. QUIGG. I think it is widely separated.

The CHAIRMAN. If there is no legislation other than this increase of force recommended by Mr. Spofford in his hearing before us and the $10,000 or $12,000 increase which your committee recommend, in view of your larger examination of experts upon the subject, then Mr. Spofford would have absolute control?

Mr. QUIGG. Yes, sir; absolute. When is your appropriation available?

The CHAIRMAN. It is for the next fiscal year—for the next fiscal year, and would not be available before the beginning of that year unless by provision we make something immediately available.

Mr. QUIGG. We ought to have something immediately available. We get $6,000 to effect the removal, but we want an appropriation for the employment of the necessary force, and to be immediately available.

The CHAIRMAN. We have an item in our bill of $6,000 for removing.

Mr. QUIGG. Mr. Dockery suggested that we continue the members of the Joint Committee on the Library—the House representation on that committee—during the recess. Is there any form of law that has been previously adopted by Congress of a similar character relating to any other committee?

Mr. Dockery read to the committee a similar provision in regard to the members of the Committee on Accounts.

Mr. QUIGG. I will prepare a provision of this kind to cover the House members of the Joint Committee on the Library.

Mr. HANSBROUGH. I desire to call the attention of the committee to page 418 of

the Rules and Practice of the House, where this paragraph will be found, which is important as bearing upon the powers it is proposed to put upon this joint committee, to show that they are not entirely new.

Mr. Hansbrough read the paragraph referred to, as follows:

"The Joint Committee on the Library is authorized to establish regulations not inconsistent with law in relation to the Library of Congress, or either department thereof, and from time to time alter, amend, or repeal the same; but such regulations as to the law library shall be subject to those imposed by the Justices of the Supreme Court under section ninety-five. And until they impose new regulations or restrictions the care and business of the library shall continue to be regulated by such rules as may have been heretofore imposed by any lawful authority."

So that the powers which it is proposed to give this committee are not by any means new. We have those powers now—the power to make rules and regulations.

The CHAIRMAN. Does not this cover the point? This is a statute and not a joint rule; does it not give you such power in its simple words as you ask for in your elaborate details as suggested?

Mr. QUIGG. The committee thinks it does, excepting as to a power to remove the library. The committee is asking for no new authority in this bill, excepting in so far as it relates to the removal of the library.

The CHAIRMAN. But you cover the whole thing, as I have stated, in your more elaborate suggested legislation.

Mr. QUIGG. Yes, sir; what we do, in other words, is to amplify the rule so as to make it perfectly clear that we have authority to appoint and remove. We have considered the rule which the chairman has suggested here, and we have no doubt of our power to appoint and remove now.

The CHAIRMAN. As I read your proposition for the enactment into law of the paragraphs contained in your report, and as I read the statutes, the Joint Committee on the Library is authorized to establish regulations not inconsistent with law in relation to the Library of Congress or either department thereof, and from time to time to make, alter, amend, or repeal the same. There is an unlimited authority. Now go to the next. A portion of the joint committee shall, during the recess of Congress, exercise the powers and discharge the duties conferred by law upon the Joint Committee of Congress on the Library. That is the statute.

Now, what do you gentlemen ask? You ask that the "Joint Committee on the Library shall have power to establish rules and regulations for the conduct and use of the Library of Congress and, with the exception of the director of the Library of Congress to employ or remove"—of course, you can not remove the director because he is appointed by the President and confirmed by the Senate. But you ask in this paragraph to establish rules and regulations for the conduct of the Library. It is specifically stated in this statute that the committee is authorized to establish regulations not inconsistent with law. Now, where is the law by which you do not have the very power you are asking for in this legislation? There is no law for you to remove the Library, if I remember rightly, but that authority could be given without any trouble, because that authority is merely a physical fact.

Mr. QUIGG. I will tell you why we put that in. We thought that the rule giving the Joint Committee the power to employ and remove persons would be so novel and drastic in its character that we ought to bring it to the attention of the committee and of Congress. The Librarian, from time immemorial, has exercised that right, and although we think we have the power to do so, still we should like to have a specific power.

The CHAIRMAN. You may open up a question that, instead of reenacting or allowing to continue the old law, will abbreviate that power of the committee, because they are a transitory body, and being such have never exercised this right, and you would have to meet the argument that this has been on the statute book for many years and has never been operative in its almost unlimited control.

Mr. HANSBROUGH. And, Mr. Chairman, suppose this is not enacted into law and we proceed with that. Who will make these appointments? The Librarian. Or, if we provide for the director, we assume that he will make them.

The CHAIRMAN. If this director is appointed under this statute you have got a right to fix his rules and regulations. He has got to be as much ruled and regulated as anybody else. His limitations of control have got to be defined because you are making a new office, and to you, the Joint Committee on the Library, is given the limitations of his power. You make the rules and regulations under the statute, and I don't see where he can make any. You create a new office, and in the creation of that new office the joint committee has rules and regulations under which that new office shall be regulated. If you can show your power existing in statute, rules, and regulations governing appointments, who is to question your right?

Mr. HANSBROUGH. Some Member in Congress——

The CHAIRMAN. In what way?

Mr. HANSBROUGH (continuing). Would rise up and question the right of the

committee and say it has no specific authority. What the committee wants is specific authority or else no authority. Then there is no question in either branch of Congress as to who is to do this and who is responsible.

Mr. DOCKERY. I think the committee are right in wanting some understanding definitely on this subject at this time.

Mr. QUIGG. That is the way we feel about it. The statute which the chairman of our committee has addressed to the attention of this Subcommittee on Appropriations is one we have considered very carefully ourselves in this aspect, and the unanimous feeling in our committee was that we wanted this thing put where there could be no possible cavil. Whether it is so now or not the very fact we feel a a doubt about it ourselves makes us wish that.

In conclusion, I would say that so far as we are concerned we either want explicit, clear authority to do this business in behalf of Congress, or we want to be relieved of it. We do not want any ambiguity. We don't want to proceed under the statute which has been read and appoint a person whom we call register of copyrights, and then when his salary is overdue run up against the proposition that the director of the Library, for instance, is register of copyrights and that we have no authority to make any designation or to make any change. We want clear, explicit legislation, such as we conceive this bill gives us, telling us to go ahead and employ our force and set them to work. If we can get that explicit direction we are willing to assume the responsibility and do it, and we will do it right. If we can not get that explicit direction then let the job take care of itself.

I shall submit a proposition in regard to the appointment of the successors of the members of the House Joint Committee, and also a suggestion for the immediate appropriation to be available immediately on the 1st of March.

LIBRARY OF CONGRESS.

For compensation of the director of the Library, seven thousand five hundred dollars; and for chief librarian, four thousand dollars; and for one librarian, to act as superintendent of reading room, three thousand dollars; and for twelve assistant librarians, one at eighteen hundred dollars, two at fifteen hundred dollars each, three at twelve hundred dollars each, and six at nine hundred dollars each; and for nineteen attendants, ten for the collection and distribution of books, at seven hundred and twenty dollars each, two in Representatives' reading room, one at nine hundred, and one at seven hundred and twenty dollars; one in Senators' reading room, at nine hundred dollars; one in the Toner Library, at nine hundred dollars; one in the Washingtonian Library, at nine hundred dollars; two in the cloak rooms, at seven hundred and twenty dollars each; one in the stamping room, at seven hundred and twenty dollars; and one in the packing room, at seven hundred and twenty dollars; and two watchmen, at seven hundred and twenty dollars each; and one chief of catalogue department, at three thousand dollars; and sixteen assistant cataloguers, two at eighteen hundred dollars each, four at fifteen hundred dollars each, four at twelve hundred dollars each, and six at nine hundred dollars each; and one superintendent of art gallery, at two thousand dollars; and three assistants, at nine hundred dollars each; and one superintendent of hall of maps and charts, at two thousand dollars; and two assistants, at nine hundred dollars each; and one superintendent of periodical department, at fifteen hundred dollars; and three attendants and collators, at seven hundred and twenty dollars each; and one superintendent of manuscript department, at fifteen hundred dollars; and two assistants, at seven hundred and twenty dollars each; and one superintendent of music department, at fifteen hundred dollars; and three assistants, one at nine hundred dollars, and two at seven hundred and twenty dollars each; and one superintendent of Congressional reference library, at Capitol, fifteen hundred dollars; and two attendants at Congressional reference library, one at nine hundred, and one at seven hundred and twenty dollars; and one superintendent of the law library, two thousand dollars; and two assistants, at fourteen hundred dollars each; and one laborer, at seven hundred and twenty dollars; in all, ninety-four thousand five hundred and twenty dollars.

For purchase of books for the Library, eight thousand dollars; for purchase of law books for the Library, under direction of the Chief Justice, two thousand dollars; for purchase of new books of reference for the Supreme Court, to be a part of the Library of Congress, and purchased by the marshal, under the direction of the Chief Justice, one thousand five hundred dollars; for expenses of exchanging public documents for the publications of foreign governments, one thousand five hundred dollars; for purchase of files of periodicals, serials, and newspapers, two thousand five hundred dollars; in all, fifteen thousand five hundred dollars.

For contingent expenses of the Library, one thousand dollars.

For expenses of the copyright business, five hundred dollars.

For compensation of the register of copyrights, three thousand dollars, and for

twenty-nine clerks, two at one thousand eight hundred dollars each; two at one thousand six hundred dollars each; three at one thousand four hundred dollars each; ten at one thousand two hundred dollars each; ten at nine hundred dollars each, and two at seven hundred and twenty dollars each; in all, thirty-six thousand four hundred and forty dollars.

For compensation of custodian of the Library building, three thousand dollars; for one clerk, one thousand six hundred dollars; one messenger, seven hundred and twenty dollars; for one captain of the watch, one thousand two hundred dollars; for twelve watchmen, at seven hundred and twenty dollars each; for one chief engineer, at one thousand five hundred dollars; for five assistant engineers, at one thousand dollars each; for ten firemen, at seven hundred and twenty dollars each; for one electrician, at one thousand two hundred dollars; for three elevator conductors, at seven hundred and twenty dollars each; for three mechanics, at nine hundred dollars each; for ten skilled laborers, at seven hundred and twenty dollars each; for thirty charwomen, at two hundred and forty dollars each; in all, forty-nine thousand three hundred and twenty dollars.

For fuel, lights, repairs, and miscellaneous supplies, thirty-five thousand dollars.

Upon notice by the Joint Committee on the Library to the President of the United States that the new building for the use of the Library of Congress is ready to be occupied, the President, by and with the advice and consent of the Senate, shall appoint a director of the Library, who shall receive an annual compensation of seven thousand five hundred dollars, and who shall have charge of the Library of Congress under such rules and regulations as may be lawfully established from time to time. The director of the Library shall give bond, payable to the United States, in the sum of fifty thousand dollars, with sureties approved by the Joint Committee on the Library for the safe-keeping of the Library collections and for the due and faithful performance of his duties.

All the duties now by law committed to the Librarian of Congress shall devolve upon the director of the Library when appointed, and the office of Librarian of Congress shall thereupon be abolished. The Joint Committee on the Library is hereby empowered, in behalf of Congress, to assume the charge and custody of the new building for the Library of Congress, and to make rules and regulations for its occupancy and use and for the accommodation and display in the said new building of the Library collections; and upon satisfactory proof that the duties heretofore conferred by law upon Bernard R. Green in relation to the construction and completion of the said new building have been fully performed, the Joint Committee on the Library is authorized to discharge the said Bernard R. Green of all duties and responsibilities in connection with the said building.

That any balance now existing of the appropriations heretofore made for the construction and completion of the said building is hereby rendered available, not only for that purpose, but also to furnish and equip the said building for its use as the Library of Congress, and also for the removal of the Library collections from the Capitol building to the said new building, and the Joint Committee on the Library is hereby directed, through such agencies as it may select, to effect the removal of the said Library collections and their arrangement in the new building and to purchase the necessary furniture for the furnishing and equipment of the said new building; and all expenses incurred in carrying out the provisions of this paragraph shall be paid by the Secretary of the Treasury under such rules and regulations as he may prescribe.

The Joint Committee on the Library shall have power to establish rules and regulations for the conduct and use of the Library of Congress, and, with the exception of the director of the Library, to employ or remove all persons for whose compensation provision is made in this or any subsequent act under the title of "The Library of Congress."

All acts or parts of acts inconsistent with the provision of this act are hereby repealed.

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